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ABSTRACT

This report provides an in-depth review of the "newcomer program phenomenon" and is designed to promote discussion of how schools can best educate and safeguard the rights of immigrant children. Through telephcne interviews and site visits, the report presents data on the characteristic features of existing newcomer programs, the demographic realities that led to their creation, and how a whole host of factors affect program development. Additionally, program design and policies are reviewed covering such areas as program structure, exit policies, class size, curriculum, language of instruction, teacher selection, staff development, and program evaluation. To date, at least 17 districts have responded to the influx of newcomers by creating programs designed specifically to meet their academic and adjustment needs. Based on their experiences, several program elements are identified, including (1) a comprehensive and centralized intake process, (2) clear entrance criteria, (3) strictly enforced exit criteria, (4) a dynamic curriculum, (5) the use of curricular and extracurricular activities, (6) teachers equipped to work with newcomers, (7) bilingual support staff, (8) professional assistance for teachers and staff, and (9) administrators at all levels who understand the needs of newly arrived immigrants. Appendices contain the investigation methodology, interview guide, and newcomer program contacts. (GLR)

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NEWCOMER PROGRAMS

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Innovative Efforts to Meet The Educational Challenges Of Immigrant Students

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NEWCOMER PROGRAMS

Innovative Efforts to Meet
The Educational Challenges
Of Immigrant Students

A Publication of the
California Tomorrow
Immigrant Students Project

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THIS report is dedicated to the thousands of individuals struggling every day to create an educational system which values diversity and meets the needs of all students regardless of race, religion, culture or linguistic background.

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THIS report reflects the contributions of a number of individuals. Most importantly, it owes its existence to all of the teachers, administrators, and instructional assistants who spoke so candidly and openly about the joys and frustrations of their work. Their insights and experiences form the core of this research effort.

This piece has been most significantly influenced by the broad vision and informed perspective of Laurie Olsen. As director of the Immigrant Students Project, Laurie initiated the research on newcomer programs and has provided crucial guidance at every stage of this report's development. Her support and knowledge of the issues facing immigrant children and schools are what made this work possible.

The editor, Glenn Fieldman, is reponsible for much of the tone, flow and readability. With a critical mind and natural knack for words, Glenn took on the vital task of shaping and honing the original manuscript into its present form.

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INTRODUCTION

"You don't know anything. You don't even know what to eat when you go to the lunchroom. The day I started school all the kids stared at me like I was from a different planet. I wanted to go home with my Dad, but he said I had to stay. I was very shy and scared. I didn't know where to sit or eat or where the bathroom was or how to eat the food. I felt that all around me activities were going on as if I were at a dance but no one danced with me and I was not a part of anything. I felt so out of place that I felt sick. Now I know more, but I still sit and watch and try to understand. I want to know, what is this place and how must I act!" 8th grade Vietnamese girl, Immigrated at age 9

The sense of total bewilderment expressed by the young girl quoted above is typical of many immigrant children when they first enter California schools. The difficulties of transition are immense. Learning a new language is only the beginning; these students must adjust to a culture that is often entirely different from what they have known.

The political upheavals that caused families to leave their native countries have often left their mark on immigrant children in the form of emotional stress and health problems. Some have experienced war trauma; others have endured hazardous journeys. Still others suffer the consequences of poor nutrition and inadequate medical care. Many of these children have had extremely limited or disrupted schooling.

California's public schools enroll many thousands of such children each year. Many require extra attention and help if they are to function successfully in school. Yet teachers who are inexperienced and untrained in working with newly arrived immigrants often find themselves at a loss when newcomer students enter their classrooms.

"Mainstream teachers get frustrated ...many complain, 'This kid doesn't know how to read, has never been to school.' 'This child is in the fourth grade and doesn't know how to hold a pencil—I'm going to have to teach this all over again.' It means a lot of extra work. Many teachers feel overwhelmed. The newcomer child is the straw that breaks the camel's back. In a regular classroom, we don't have the time to work with the newcomers because we have too many other kids to deal with..."

Constantine Haramis, Elementary School Teacher, Los Angeles

It is clear that the immediate placement of newcomer students in mainstream classrooms with ill-prepared teachers is a risky proposition for teachers and students alike. Consequently, districts have begun to design educational interventions outside mainstream classrooms—programs that are intended to address the academic and transition needs of recently arrived immigrant students, and to cope with the educational challenge they pose. To date, at least 17 of California's 935 school districts have developed newcomer programs.

As increasing numbers of immigrant children enter California schools, newcomer programs have proliferated apace. Most of the existing programs are quite new—11 of the 17 opened within the last four years. Meanwhile, several districts have expanded or are planning to expand existing programs in order to serve larger numbers of children or provide services to a wider range of grade levels.

DISTRICTS WITH NEWCOMER PROGRAMS

(Li ted in Chronological Order)

No.	Name of District	Year Begun
1.	San Francisco Unified School District	1969
2.	Fremont Unified School District	1979
3.	Sacramento City Unified School District	1980
4.	Hayward Unified School District	1981
5.	Long Beach Unified School District	1983
6.	Fresno Unified School District	1983
7.	Alhambra School District	1986
8.	Cupertino Union Elementary School District	1986
9.	Redwood City School District	1986
10.	Santa Ana Unified School District	1987
11.	Franklin McKinley Elementary School District	1988
12.	Glendale Unified School Disitrict	1988
13.	San Diego City School District	1989
14.	Fallbrook Union Elementary School District	1989
15.	Los Angeles Unified School District	1989
16.	Madera Unified School District	1989
17.	Sweetwater Union High School District	1990

This chart does not necessarily include all newcomer programs in California—only those contacted through our research efforts. See methodology (Appendix A) for a description of how these districts were identified.

Year begun indicates the year the first newcomer program in the district began operations. Additional programs may have been initiated at later dates.

The rapid proliferation of newcomer programs, however, is not a product of a coherent statewide educational policy. Rather, several districts have begun their programs as *ad hoc* responses to demographic changes in their localities, and they have done so without ready-made curricula. In the haste to meet urgent needs, there has been little systematic documentation or critical evaluation of the benefits and risks of the various programs.

This report is designed to provide in-depth understanding of the "newcomer program phenomenon" and to promote discussion of how our schools can best educate and safeguard the rights of immigrant children. California Tomorrow staff sought out districts which identified themselves as having programs for newcomers. Through telephone interviews and site visits, we investigated 1) the characteristic features of existing newcomer programs; 2) the demographic realities which led to their creation; and 3) how a whole host of factors affect program development.

We believe the contents of this report will enable school-and district-level officials to have a more complete picture of the issues involved in creating newcomer programs, and a better understanding of their teaching methods, curricula and structure. Individual schools with newcomer students may find ideas that can be used in their classrooms.

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Chapter 1

THE DEMOGRAPHIC CHALLENGE

FOREIGN immigration is transforming the face of California at an unprecedented rate. According to the Center for the Continuing Study of the California Economy, each year more than 250,000—one fourth of all immigrants to the United States—settle in California. Prior to 1970, most new residents came from other states; now nearly one out of every two new California residents comes from another country. While most of California's new citizens come from Mexico and Asia, increasing numbers are arriving from parts of Eastern Europe and the Soviet Union. These newcomers represent a diversity of racial and ethnic groups, speak a multitude of different languages and embrace a broad spectrum of religions and cultures. Understanding this demographic reality and its impact on schools is crucial to recognizing why newcomer programs have recently become an integral part of California's educational landscape.

LEP children are enrolling in California schools at unparalleled rates. Between 1979 and 1990, the LEP population skyrocketed from 288,427 to 861,531 students.

The state's department of education does not keep exact statistics on the number of foreign-born children in California schools and how long they have lived in the United States before they enroll in school (not all immigrant children are *recent arrivals*). The only estimate of the total number of immigrant children appears in California Tomorrow's 1988 report, *Crossing the Schoolhouse Border*. We used a combination of data sources to estimate that one out of every six students enrolled in California's public school system was born outside of the United States. Newcomers represent an *unknown* portion of the total immigrant student population.

Although the state does not know how many newcomers are enrolled, it does calculate the number of students who do not speak enough English to get along in English-only classrooms without specialized instruction. Such students are categorized as Limited English Proficient (LEP) because they score below a specific percentile on standardized tests of English language ability. LEP children are enrolling in California schools at unparalleled rates. Between 1979 and 1990, the LEP population skyrocketed from 288,427 to 861,531 students—as a percentage of the total student population, the LEP population has jumped from 6.8 percent to 14.8 percent. Over the last two years alone, the number of LEP children in our schools has risen by 129,337 students; this figure is a clue to the magnitude of the newcomer influx. It is worthwhile, however, to note that LEP figures include American-born children who have been raised speaking a language other than English and who are not fluent in English; they exclude immigrant children who come to California with a working knowledge of English—or who never enroll in the public schools.

Data on LEP students also reveal that while the majority, nearly 75 percent, are Spanish speakers, students come to our schools from a wide variety of language backgrounds ranging from Hmong to Armenian. The Los Angeles Unified School district currently reports serving children from more than 80 language groups.

Concentration Throughout the State

Most school districts in California serve at least some immigrant children. As of spring 1989, 684 out of 935 districts had enrolled at least 15 LEP children. Certain locales, however, such as the larger Bay Area, the Central Valley and Southern California have tended to attract greater numbers. Los Angeles Unified School District (LAUSD), which is home to more LEP students than any other district in the state—approximately 38 percent of the entire population, or nearly 200,000 children—probably receives the greatest number of immigrant students. Over the two years since it opened in July 1988, the LAUSD intake and assessment center (which serves only 35 out of more than 600 schools in the district) has seen over 8,000 children.

Shifts in District Demographics

Because immigration to California is, to a large degree, a function of continuously changing international political, social, and economic conditions, the exact number and mix of immigrant students residing within any particular district can change with little or no warning. Consider, for example, the demographic shifts which have occurred in the city of Glendale, just northeast of Los Angeles. Virtually overnight, its language-minority population—once consisting of mostly Spanish-speakers, has become predominantly Armenian. While Glendale has historically been home to a small Armenian population, the community ballooned in size when thousands of Armenians were permitted to leave the Soviet Union as a result of perestroika. Between September and January of the 1989-90 school year, Glendale schools enrolled over 3,000 LEP students, about 80 percent of them Soviet Armenian. Only two years ago, Armenian children represented only 15-20 percent of the incoming LEP students. At that time, most of the Armenians came from Middle Eastern countries rather than the USSR.

Because immigration to California is, to a large degree, a function of continuously changing international political, social, and economic conditions the exact number and mix of immigrant students residing within any particular district can change with little or no warning.

The Sacramento School District has experienced a similar massive shift in the nature of its immigrant student population. In the early 1980s, a wave of Southeast Asian refugees was the impetus for creating the Sacramento Newcomer School, which serves only newly arrived immigrants. Over time, however, fewer Southeast Asians entered the newcomer school. By the time the original influx of Southeast Asians had worked their way through the schools, most of the students arriving at the newcomer school were Spanish speakers. Now a third wave of students is arriving. Sacramento, like Glendale, has begun to feel the repercussions of Mikhail Gorbachev's reforms: while Spanish speakers continue to make up a substantial proportion of the students, Russians and Romanians—virtually un-represented in the school population four years ago—are now the second and sixth largest groups, respectively.

An equally perceptible—though perhaps slower—change is being felt by the many districts, both rural and urban, which are accustomed to serving large numbers of Latino students. As people from parts of rural Mexico and Central America continue travelling northward to escape war and poverty, the nature of the Latino population has been changing. The U.S. border patrol notes that more and more women and children—as opposed to single men—are making their way across our borders. Their average age has decreased; many are teenagers. Many of these children have had little or no opportunity to attend school, and many speak one of several Indian languages rather than Spanish.

Just as the immigrant population is unevenly distributed through the state, immigrants may cluster within particular residential areas in a given district. Traditionally, most immigrants have tended to move into the poorest, most populated areas of town, where they can find affordable housing. Often, they live close to support networks of friends and relatives, who have typically emigrated from the same country of origin to the United States.

While some immigrant settlement may follow predictable patterns, some immigrants may decide to live outside traditional areas of concentration. The Hayward Unified School District historically served a predominantly Spanish-speaking language-minority population which, for the most part, resided in the area known as "the flatlands." This situation changed when a wave of Vietnamese refugees began settling in tiny pockets in the hills outside "the flatlands" early in the 1980s. As a result, small numbers of Vietnamese children appeared at schools which had never before served non-English speaking students.

Immigrant communities have also been known to shift to new neighborhoods within a particular district. The Franklin McKinley School District in Santa Clara County experienced such a shift due to the location of new housing construction. In the past, newcomer populations have tended to live in the northern part of the district, but the new houses are drawing many to the more prosperous southern areas. One school lost most of its Vietnamese student population this way—but found that the bilingual Vietnamese teachers originally hired to serve that population had become so attached to the school site that they were reluctant to follow the Vietnamese students to new schools.

Even when immigrants follow traditional residential patterns, their children may end up scattered among the available schools in a given district, resulting in significant newcomer enrollment in schools that are ill-prepared to teach them.

Even when immigrants follow traditional residential patterns, their children may end up scattered among the available schools in a given district, resulting in significant newcomer enrollment in schools that are ill-prepared to teach them. For instance, when immigrants move to Los Angeles, they tend to live in particular areas of the district such as the Belmont Corridor, Huntington Park and certain pockets of the San Fernando Valley. Because over-crowding in these communities is so severe, many neighborhood schools can only accommodate up to two-thirds of the students within their attendance areas, even operating on year-round schedules. As a result, many students, most of whom are LEP, are bused out to schools with declining enrollments. In the interests of desegregation, the district generally directs students to schools where their presence will lead to a more racially balanced student population. These receiving schools often lack the staff and materials to meet the needs of immigrant children.

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Chapter 2

ENTER THE NEWCOMER PROGRAMS

UNTIL the last decade, special programs for newcomer students were extremely rare, and they still *do not* exist in most districts. As a rule, districts place newcomer students in some type of bilingual or English Language Development (ELD) program—or put them in mainstream classrooms with pull-out English-language instruction. These interventions primarily emphasize overcoming language barriers and developing language skills.

But teachers and administrators have discovered that language learning alone is inadequate to ensure newcomer children's success in school. Many newcomers have had little schooling even in their native languages, or have suffered educational interruptions. They may require adapted or re-designed curricula and help to catch up with their peers. Psychological and social supports are often necessary to help children overcome traumatic histories, to adjust to the new culture and school systems they will face in the United States, and to ensure that the children's primary support systems—their families—are not left behind. It is in these areas that traditional interventions often fall short. A small but rapidly growing minority of districts have established programs especially designed to meet the needs of newcomer students at the school site, and to help them gain access to off-site services as well.

It is the broad integration of academic and non-academic supports that makes the newcomer programs we studied unique.

Newcomer programs emphasize safe educational environments, building bridges to U.S. institutions and society, helping children and families get access to needed services, and involving parents in their children's education. They are designed for flexibility, so they can respond directly to students' needs and to the mobility of the student population. Some programs are more ambitious and comprehensive than others, but all are designed to meet a broad range of academic and social needs in the belief that academic performance is influenced by non-academic factors. While some bilingual and English as a Second Language (ESL) classes have incorporated features that offer additional help to newcomer students, it is the broad integration of academic and non-academic supports that makes the newcomer programs we studied unique.

Creating a Safe Haven

Many immigrants find that going to school in the United States is a traumatic experience filled with hostility and prejudice. The psychological impact of such conditions can be enormous, particularly when many students already suffer from post-traumatic stress caused by war, political violence, and the difficulties involved in moving to the United States.

"I dropped out of school because the other students were so rude and mean. The work was hard, too. Nothing was right. I was scared of the girls who act so tough and embarrassed because everyone knew more than me. When I used to try to speak everyone made fun of me, so I never wanted to try to speak again. I couldn't understand what the teacher was saying. On one test at school I didn't write a single word because I didn't understand. That was the last day I went to school. I felt happier at home with my sister." Mexican girl who immigrated in 10th grade, dropped out at age 16

"Before I came to America I had a beautiful dream about this country. At that time, I didn't know that the first word I learned would be a dirty word. American students always picked on us, frightened us, made fun of us and laughed at our English. They broke our lockers, threw food on us in the cafeteria, said dirty words to us, pushed us on campus. Many times they shouted at me 'Get out of here, you chink, go back to your country.' Many times they pushed me and yelled at me. . . . All this really made me frustrated and sad. I often asked myself, Why do they pick on me?"

Christina Tien, Chinese Immigrant Student.

Such harsh experiences are clearly damaging to recent arrivals' self-esteem and have provided an impetus for the creation of separate programs for newcomers. Many educators feel newcomers should not be thrust immediately into classrooms with their U.S. peers but placed, at least for a short time, in a more protected environment. They try to offer students a safe haven where they can feel comfortable learning, test new skills, and experiment with English without being ridiculed. In newcomer programs, students are with peers who are equally unfamiliar with U.S. culture and language, and instructed by teachers who understand their situation. The separate programs provide a kind of "decompression chamber" to boost students' self-confidence and academic skills simultaneously.

A degree of physical separation from other students is one technique used to create a "safe haven." Several newcomer programs are located on their own separate sites, where students are insulated from students and staff who might ridicule or stigmatize them. The Sacramento Newcomer school which houses only newcomer students in grades K-6 is one example. Annis Huang, a mentor teacher working at the school, says,

"The whole program is designed to give students a chance to succeed in a non-threatening environment. Children are not singled out as non-English proficient...students don't feel apprehensive about trying to be something they aren't."

Many educators feel newcomers should not be thrust immediately into classrooms with their U.S. peers but placed, at least for a short time, in a more protected environment.

Founding Principal Ventura Lopez-Cardona adds, "The newcomer school is a microcosm of the world...we have so many languages that English naturally develops as the lingua franca...no one ever needs to tell the children that they need to speak English; they use English in order to live within the school."

The more protective environment available in newcomer programs can stimulate students' natural desire to speak English and facilitate learning because the students need not fear the embarrassment of being forced to speak in front of English-speaking peers. Zaida McCall, principal of the Hayward English Language Center, says that she discovered this benefit of a separate site when she was interviewing a potential teacher. During the course of the interview, the applicant expressed his delight on seeing that students at the center felt comfortable learning English in classrooms with the curtains wide open. At the school where he was still teaching, students in ESL classes always made sure the shades were tightly drawn; they were too ashamed to let themselves be seen by their fellow students.

Some newcomer programs have sought the benefits of separation by locating the newcomer program in a more secluded part of a regular school building. This way, teachers in the newcomer program are able to control at least some of their students' environment and ensure that it is safe and friendly. For instance, in Long Beach's Washington Middle School, the Intensive Language Institute (ILI) for pre-literate

students occupies the entire basement. Teachers believe the seclusion lets students feel free to express themselves. Moreover, because they do not have to worry about disturbing other classrooms, the teachers can use "noisy" oral language development techniques which encourage students to speak aloud.

Within classrooms, teachers in newcomer programs constantly take pains to establish a safe, secure environment. For most teachers, this involves reassuring students that their work, their primary language, and their heritage are recognized and valued rather than ridiculed. Showering her students with encouragement, love, and acceptance, Fallbrook teacher Judy Stojsavljevic says,

"I want my students to understand that they are in a place different from where they came from but accepting of what they can do."

Sacramento teacher Annis Huang encourages her students to share information about their own countries and culture, and acknowledges the various cultures within the classroom. Huang says,

"We build self-esteem by teaching the children to be proud of their own culture while learning about others."

"We build self-esteem by teaching the children to be proud of their own culture while learning about others."

Newcomer teachers have successfuly created safe classroom climates by directly addressing cultural and racial differences. They use the experiences of their students to foster cross-cultural understanding, acceptance, and trust. Working with a diverse newcomer class in the Franklin McKinley Elementary School District, Elaine Lowe exclaims,

"Dealing with cultural differences enhances my class. When students are comparing their cultures, they can make comparisons with American culture, and discuss how people need to become more accepting of differences. Because they are so needy, these kids from all types of backgrounds pull together around similar pressures and difficulties. They are really fascinated with each other and that is what we try to cultivate."

Paul Cheng, former principal of the San Francisco Newcomer High Schools, says one of the essential keys to the school's success is maintaining a positive school climate. Paying close attention to racial issues is integral to creating a harmonious atmosphere.

"As an administrator, I must always stay on top of the interracial climate and must always be seen as being fair...At Newcomer we actively teach integration. Newcomers want to stick to themselves and teachers need to orchestrate their integration with each other."

Building Bridges to American Society and Institutions

"In Korea there is a class which teaches Korean customs and traditions, like what you do and eat at a funeral. It is all throughout junior high and high school. Students are taken to a separate building where elders teach the class. It is very serious. I wish they had something like that here in the United States so I could learn the customs and how to be an American." 11th grade Korean girl,immigrated at age 12

Recognizing that newly arrived students are unfamiliar with the logistics and structure of California schools as well as the social customs and attitudes of U.S. students, newcomer programs are designed to be transitional educational interventions that enable newcomers to adjust to a different system of schooling and a new society. Virtually every program engages in some form of activity intended to enhance the ability of newcomers to understand the new world they have entered. Orientation may be incorporated into the formal classroom curriculum. Some newcomer programs take students on field trips to familiarize

students with the communities in which they live. Others organize activities in which immigrants interact with their U.S.born peers under positive, non-threatening conditions.

Orientation can be integrated into the curriculum in a variety of ways. Often students are introduced to their new surroundings by taking a class specifically devoted to issues of orientation. Listed below is a representative selection of the topics typically addressed in such classes:

The School Environment:
- The classroom
- The playground
- The cafeteria
- The library
- Using the restroom
- Testing/Grading Procedures
- Class Schedules
- The School Calendar
- Graduation Requirements
- School Personnel

Transportation:
- Riding the Bus
- Using public transportation
- Driving a Car

Foods/Nutrition

Weather/Seasons/Holidays

Home/Family

The Community
- The Parks
- Medical Services
- Stores
- Restaurants

Career Options

While this list suggests the range of possible topics, programs vary the orientation curriculum according to the age of the students. Elementary programs tend to work on subjects concerning the self and the immediate environment, while secondary programs place a much heavier emphasis on issues related to complexities of secondary education, potential career options and survival in the context of the larger community.

In addition to including a class on cultural orientation as part of its first sequence of classes, the Hayward English Language Center (ELC) serving students in grades 7-12 requires students to demonstrate their understanding of these topics in order to pass on to the next level. Classes at the center are divided into levels A through D, with each level consisting of three classes. Listed below are a few of the objectives students must meet in order to exit level A:

❑ The student will be able to demonstrate an understanding of the western calendar.

❑ The student will be able to demonstrate an understanding of the general grading policy, progress reports, minimum proficiency tests and the Hayward Unified School District's graduation requirements.

❑ The student will be able to demonstrate an understanding of the ELC rules: suspensions, off-the-grounds passes, homework policy, attendance procedures.

❑ The student will be able to demonstrate an understanding of the ELC daily schedule and course descriptions.

❑ The students will be able to demonstrate knowledge of survival skills in the school and the community: police, fire, and earthquake drills, use of the telephone, etc.

❑ The student will be able to demonstrate an understanding of personal hygiene and nutrition.

Other programs incorporate orientation into their curricula for English As a Second Language (ESL) classes. For example, San Francisco's Newcomer High School students take newcomer orientation as one of their social studies classes, and receive additional orientation through their ESL classes. Each of the five levels of the ESL curriculum includes a component called Life Skills. It includes activities such as learning how to hold simple telephone conversations and using TV and videos to observe the positive and negative aspects of U.S. culture. Other programs, like the half-day Alhambra Orientation Centers and the Long Beach Language and Learning Centers, deal with orientation topics in their regular curricula without ever making it a distinct component.

At Bellagio Road School in Los Angeles, preparing students to survive complex classroom schedules is not just an academic exercise. When middle-school-age children first arrive, they remain in the same class. After the first two weeks, however, students are placed on a more "middle-school"-like schedule and must change classrooms for different subjects.

Many programs utilize field trips to introduce students to their new communities. As part of its social studies/orientation curriculum, in San Francisco, Mission Education Center has a list of possible places to study and visit including a supermarket, a bank, the fire department, the post office, City Hall, and many more. In Franklin McKinley Elementary School District, newcomers participate in a transportation field trip, where they have the opportunity to ride on three different forms of public transportation.

Most programs try to familiarize students with their new society by placing newcomers in situations where they come into contact with other students. Sometimes this is done by placing students in classes where language is less likely to present a barrier—P.E., Math or Art, for example. Some have formally established "buddy" classes of English-speaking students and organized joint field trips.

Integration efforts like this are not uniformly successful. Much depends on *how* the integration activities have been implemented. Teachers at the Alhambra Orientation Center and at the Franklin McKinley Bilingual Intensive Language Program (BILP) note that if students are simply sent out on the playground together, they will still play with the members of their class. In Long Beach, some preliterate newcomer students taking P.E. with the other students have found the experience traumatic. As teachers Judy Weigel and Victor Hernandez explain,

"P.E. is supposed to give students a chance to mix, but in fact, they don't. They don't know what to do; they don't know enough English to follow instructions. They aren't accustomed to certain procedures, like undressing in front of other students or using

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lockers. Often, students fail P.E. because teachers interpret their failure to suit up as evidence of negative attitudes. Students face a lot of abuse from their fellow classmates."

On the other hand, the same teachers say that this situation can be changed. Last year, when P.E. was taught by a sympathetic, sensitive bilingual gym teacher, P.E. was not a problem. The teacher adapted the program to meet the needs of the students. Recognizing that the newcomers were uncomfortable with the practice of communal showers, she allowed the girls to shower with their underclothes on.

Positive interaction between newcomers and other students seems most likely when contact is not left to student initiative.

Positive interaction between newcomers and other students seems most likely when contact is not left to student initiative. It helps if students are engaged in planned activities where newcomer students and English speakers can help each other. Moreover, support from the site administrator and other faculty members is crucial if students are to be successfully integrated. For example, at the Long Beach International Elementary school, principal Karen Honofusu and her staff have devised a number of activities to integrate children in newcomer classrooms with other students. One project involves having youngsters read to each other in small groups during their lunch periods. When the program first began, newcomers could only listen—now, some use picture books to tell stories and are readers themselves. As part of its international theme, Long Beach has been operating a model United Nations program. When the program began in September, English-speakers were assigned to newcomers as peer guides or "ambassadors" and given the responsibility of introducing their newcomer friends to the school. As the year has progressed, Honufusu notes, newcomer students have performed remarkably well,

"As part of the model UN, students volunteered to become part of a peacekeeping group and learn about conflict resolution. At first, I was skeptical about including students from the Language and Learning Center (LLC) classes [newcomer classes]. The program required a month of training during the lunch period and passing a test. But we provided the support of bilingual aides and two of the biggest stars are from the LLC classes."

Integration efforts are easier to implement when newcomers attend classes on a comprehensive campus. However, newcomer programs with separate facilities have also made attempts to encourage their students to interact with native English speakers. At San Francisco's Newcomer High school, small groups of students and teachers have been able to participate in the Interdistrict Cultural Exchange program, which matches newcomer students with native-born students from four schools: Tahoe Truckee High School in Truckee, Leland High School in San Jose, Tamalpais High School in Mill Valley and University High School, a private high school in San Francisco. After attending a seminar exploring cultural diversity, pluralism, and discrimination, students spend a full day at their counterparts' schools and visit their homes and communities.

Helping Children and Families Obtain Needed Health and Social Services

Immigrant families frequently need and are eligible for services such as the free school lunch program, public benefits such as Aid to Families with Dependent Children (AFDC), Food Stamps and MediCal, and the services of a wide range of community organizations. However, parents unfamiliar with the community and unable to speak English find navigating the system tremendously difficult. Undocumented families, who are ineligible for many government programs and frightened of being detected by the Immigration and

Naturalization Services (INS), are even less likely to seek and obtain needed supports. Perhaps, because the plight of immigrant families so poignantly points out the need to help parents maneuver through the system, newcomer programs often serve as points of access for at least some of the needed services. While this sometimes occurs as a formal part of the intake and assessment procedures, or is assigned to a particular staff person, often families are connected to services as a result of the personal efforts of caring school personnel who are experienced enough to recognize the problems immigrants face and willing to make every effort to see that families get the support they need.

Consider the case of the Student Guidance and Assessment Center run by the Los Angeles Unified School District. In addition to helping parents complete enrollment procedures and provide students with full academic assessments, the center offers the services of nurse, a doctor, a psychiatric social worker and two counselors. After students complete a medical assessment known as the Child Health and Disability Prevention program and are provided with any needed immunizations, the center provides them with referrals to low-cost community programs for any necessary follow-up treatment. Similar services are offered at the assessment and intake centers in Long Beach and Alhambra.

In some programs, connecting families to essential services has naturally evolved as a responsibility of the bilingual aides. Beginning this year, the Fallbrook Elementary school district established classes specifically designed to meet the needs of pre-literate children in grades 1-3 and 4-6. One of the responsibilities of bilingual instructional assistant Josephine Wald is visiting the parents of children in the program in order to collect needed background information or talk to parents if their children misbehave in class. During home visits, Josephine not only discusses any educational problems, but also teaches parents techniques for helping their children. She often connects parents with a variety of community service and social service agencies. Because Josephine, who is Latino herself, has managed to establish an excellent rapport with her parents, they often contact her when they are in need of help or looking for employment.

In Alhambra, this task often falls to Kim Hong, the home-school liaison. Hong was an educator in Vietnam, and immigrated to the U.S. in 1986. Because of his past experience and contact with the community, he has been an invaluable asset to Alhambra and provides much-needed insight into the plight of the students served by the center. For instance, Hong has detected many physical and emotional problems during the assessment procedure and the orientation center class. Solving them can make the difference that enables a child to stay in school.

"Not long ago, I noticed a newly arrived Amerasian girl. Though she had been in the U.S. for two years, she could barely read or write. Keeping track of her, I have discovered she is pregnant. Now I work with her and the family to keep her in school—she plans to marry the father. If necessary, I will help her get AFDC."

Because they have fragmented family histories and often suffered oppression in Vietnam, Hong notes that Amerasians are particularly likely to suffer from severe emotional trauma.

In other cases, teachers find themselves, by default, accepting the role of helping their students to receive necessary services. For instance, teachers working with pre-literate immigrant classes in Long Beach's Washington Middle School notice that their students often suffer from a host of health disorders including poor nutrition, difficulties with their vision and dental problems. When the teachers detect a problem they refer the child to the school nurse, who usually sends the child back with a note written in English explaining what follow-up is needed. Because they know that many of the children's parents are unable to read the notes and lack the knowledge to maneuver their way through our system by themselves, teachers often take it upon themselves to arrange for the necessary medical care.

Reaching out to Parents

Involving parents in education is critical to any student's success, and doubly so for newcomers who may be isolated from other sources of support. Because immigrant parents often cannot speak English, are unfamiliar with American institutions, and often lack the time and resources to participate in traditional parent-teacher activities, involving them is a challenge. Programs working with students new to the United States often rely upon non-traditional approaches to establish contact with parents.

First, districts with newcomer programs often use their intake procedures to familiarize immigrant parents with our system of public education. For example, every student entering the San Francisco Unified School District whose home language is not English is referred to the district Intake Center for academic assessment and testing. Before parents even take their children to the center, they are sent copies of the district registration materials and health forms. When parents or guardians accompany their children to the center, they are welcomed and informed of district enrollment procedures by staff sympathetic to and familiar with their situation—most staff were themselves refugees from political oppression. Together, the staff has the capacity to work with parents in Spanish, Chinese, Vietnamese, Russian, Portuguese, Tagalog, and Khmer. Glendale operates a similar center called the Welcome Center. As part of its services, the Welcome Center provides parents new to the United States with a handbook for immigrants. Designed to give parents information about the schools, student expectations, and the community, the handbook has been translated into five languages.

Secondly, newcomer programs make a great effort to make parent meetings accessible to students' families. Some newcomer programs hold separate meetings in a variety of primary languages for parents who cannot speak English; others ask teachers and aides to provide simultaneous translations. Logistical problems must also be considered. Transportation to parent meetings is often a major hurdle, since school sites may be far from the students' homes, and parents often do not own their own cars. Several programs arrange for free transportation, or hold meetings outside the schools in facilities located in the immigrant neighborhoods.

Immigrant students arrive throughout the year regardless of enrollment deadlines.

Most schools communicate with parents by sending notes home with students. Newcomer programs send out information translated into as many of the most commonly spoken languages as possible. Since notes are often not enough, particularly if the parent is illiterate, personnel also employ other techniques. Some programs use bilingual aides to phone parents about important events. Since many immigrant families do not own telephones, it is not uncommon to find teachers and/or staff visiting families at home, often in the evening after the work day has ended.

In the Alhambra Secondary Orientation Center, home-school liaison Kim Hong has been given the specific assignment of improving communication between families and the newcomer center. Hong, who speaks Vietnamese and five Chinese dialects, frequently pays home visits. Since he maintains an "open door" policy, students and families call him in the office and at his home any time during the week, including weekends.

Long Beach teacher Judy Weigel believes such personal contact with the parents is crucial; "A lot of them are afraid to send their children to school. They think if their child gets a D, it's because all the other students speak English. They are always surprised to learn that all of the other students in the class also haven't had much schooling...once parents have been to visit the classroom, they show up again."

One of the benefits of having highly visible newcomer programs in locations which are accessible to the community is that parents are more likely to feel comfortable about approaching the school if they need help or have a question. For example, the San Francisco Mission Education Center, which serves Spanish-speaking newcomers, is located right in the midst of the Latino community. As soon as parents walk into the school, they find they can understand the signs and talk to school personnel, all of whom speak Spanish.

Accommodating Student Mobility

The high mobility rates of immigrant populations makes providing effective educational services to immigrant children difficult for ordinary schools. Most schools are designed to accept students only at certain key points throughout the academic year, but immigrant students arrive throughout the year without regard to enrollment deadlines. Newcomer programs must therefore be designed for flexibility, and often differ from mainstream schools in class size, curriculum, and teaching style.

For example, although significantly fewer than its maximum capacity of 550 students enroll at the beginning of any given year, San Francisco Newcomer High School hires enough staff to teach a full student body. Teachers co-teach until the influx of students forces teachers, one by one, to break off into separate sections. Students who enter the school late in the year can return the following fall to complete their coursework. Once Newcomer High reaches capacity, the overflow students are redirected into specialized classrooms on other school sites, usually at Balboa High.

San Francisco's Elementary Education Centers, on the other hand, operate year-round so that students can always exit after being in the school for two semesters. Because substantial numbers of students arrive several weeks after school starts in the fall, the Mission Education Center schedules two of its teachers to begin in October.

Other programs make as much room as possible for newly arrived students by moving out those students best equipped to survive in the mainstream. The difficulties with this practice are that newcomer classrooms often lose those students capable of providing the strongest role models—and mainstream classrooms are not well-prepared to incorporate such students if they enter mid-semester.

Teachers use a variety of techniques to structure their classrooms so that they can accommodate new children any time during the course of a semester. One technique is

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repetition; particular subject matter may be taught several times during the year, and crucial issues or themes are inter-woven throughout the year's curriculum. Some teachers note that this method works well with all children, since it serves as a review of important ideas; students who have been enrolled for a while can gain a sense of accomplishment from helping their newer classmates. Another technique is to make sure that classes are divided into separate, discreet, units of curriculum. Because each unit represents a coherent lesson in and of itself, students are able to benefit from the class no matter what time of year they enroll or exit. Many teachers also make extensive use of instructional assistants and team teaching. This allows them to re-group children so they can cover different subjects, or work with some students at a different pace.

One of the benefits of having newcomer centers which serve large geographic regions is an enhanced ability to handle transient populations. Rather than change schools when they move to new neighborhoods, students bused to a central newcomer school can continue to attend so long as they stay within district boundaries.

Newcomer schools cannot assume that they will be working with "typical" students. Individualized attention is crucial to program effectiveness.

Responsiveness to Student Needs

Given the rapidly changing demographics of immigrant populations and the diversity of needs that can be found among newcomer students, newcomer schools cannot assume that they will be working with "typical" students. Individualized attention is crucial to program effectiveness. Newcomer programs are generally designed to permit significant staff initiative in recognizing student needs and responding appropriately.

Most newcomer programs allow for more than normal interaction time between students and teachers so that staff notice when problems or issues are surfacing. Some middle and high school programs increase student-teacher contact by taking newcomers out of the regular academic program and placing them in self-contained classrooms. This past school year, San Diego's Memorial Junior High School created three such classrooms. Teacher Bill Franklin comments,

"I like teaching the class...Since the start of the year, I have been able to develop a sense of community with my students—I'm better able to see their progress, observe changes in their behavior, and notice the development of new relationships. Students in my class feel very comfortable now. They don't feel lost in the system."

Long Beach teacher Judy Weigel, who also works with a self-contained middle school classroom, says,

"In a self-contained classroom, I can tell if students are depressed, beginning to slip, getting involved with gangs. I know what happens to them because I have them all day."

Weigel's contact with students enabled her to notice—and intervene effectively—when one of her students started to join a local gang.

The majority of newcomer programs try to ensure that newcomer classes have lower than normal teacher-student ratios. In the Sacramento Newcomer School, for example, the average class size is 23.4—compared to the district's norm of 29.1 students. In addition, nearly all the programs rely upon the help of instructional assistants to provide primary language support, offer one-on-one academic help, and enable teachers to break their classes into smaller groups.

Instead of relying upon standardized texts, newcomer teachers frequently modify or develop classroom curriculum to relate to the experiences of recently arrived immigrants. Such improvisation reflects the paucity of ready-made material for students who arrive in the classroom speaking little or no English and are entirely new to the U.S. system of education. Over the years, Newcomer High School has developed a wealth of curricular materials such as its Newcomer Orientation Teacher's Guide and its ESL Curriculum Guide. As the preface of the Teacher's Guide points out, this curriculum not only introduces the student to his or her new surroundings, but also seeks to "provide the students the essential foundation in social science knowledge and skills that are prerequisites for advanced coursework at Newcomer High School and at their subsequent comprehensive high schools." Moreover, since its creation, this material has been updated and articulated in the context of the state framework and district requirements.

Some teachers have created curricula directly from the specific needs of their students. Working with a largely pre-literate population, Long Beach teachers Hernandez and Weizel found that many of their students suffer poor health, poor nutrition, difficulties with their vision and dental problems—exacerbated by confusion about nutrition on the part of students and their families alike. "Children enter from countries with little or no selection of foods. Once they arrive here, nobody tells them that Cokes and cakes are bad for them." Their unit on nutrition inspired by this observation is an important practical lesson for students, and has become an integral part of their classes' science curriculum.

The Hayward English Language Center enhances its ability to respond to students by emphasizing *faculty* cooperation and exchange of information. Hayward has scheduled time for staff to meet, discuss the needs of individual students, and devise cohesive strategies for addressing the needs of the entire student body. The ELC is a half-day program; the bus schedule creates an hour and fifteen minutes at mid-day when no students are on campus. Rather than schedule staff meetings at the end of the day when people are tired, ELC staff do most of their cooperative work—weekly staff meetings, all of their student study teams and all of their grade-level articulation—during this mid-day break.

Newcomer teachers frequently modify or develop classroom curriculum to relate to the experiences of recently arrived immigrants

One reason newcomer programs can be responsive—especially on separate sites—is that they consolidate available educational resources, both material and human. A typical school may find newly arrived immigrants slowly filtering, one by one, into its classrooms, but a newcomer school becomes the receiving ground for immigrants from throughout the district. Consequently, administrators are in a better position to recognize—and try to anticipate—demographic changes, and are more likely to feel compelled to modify their educational services in order to serve the arriving population. At the same time, newcomer schools gather together enormous resources in the form of teachers and bilingual instructional assistants familiar with working with immigrant populations and often trained in the process of language acquisition. As Barbara Stewart, a teacher at the Sacramento Newcomer School, describes,

"Here, we have the flexibility to do what is more appropriate for students. When we began to see this huge influx of Russian kids, as a school we were able to mobilize resources quickly, to find out about the kids and incorporate that information into the curriculum. How could a [regular] classroom teacher have the time to find out what is happening with just one student?"

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Chapter 3

PROGRAM DESIGN AND POLICIES

No two newcomer programs look alike; most have been created on an *ad hoc* basis as districts struggle to respond to the needs of their student populations. Further, newcomer programs have been developed without standard guidelines, and even without substantial knowledge of the designs developed by other districts.

The section below describes how several variables have affected program development and in what ways. The features of newcomer programs are divided into the following categories: A) intake criteria/target population, B) program structure, C) exit policies, D) class size, E) curriculum, F) language of instruction, G) teacher selection, H) staff development and I) program evaluation.

Material for this portion of the report is drawn primarily from site visits to 10 districts operating a total of 18 newcomer programs. (See matrix of programs on pages 22-23) A program was included if it was identified by the district as meeting the academic and transitional needs of newly arrived immigrants and appeared to be a separate, relatively self-contained, educational intervention. Newcomer programs typically precede enrollment in more traditional interventions—e.g., bilingual or English Language Development programs, or mainstream classrooms with supplemental English language instruction. In some districts, however, students are transferred directly into the regular academic program after they exit from the newcomer program.

Newcomer programs have been developed without standard guidelines, and even without substantial knowledge of the designs developed by other districts.

Intake Criteria/Target Population

Some newcomer students are much better-prepared than others to succeed in U.S. classrooms. Consequently, most districts with newcomer programs have designed criteria that will select those students with greater need for specialized services. Usually, the criteria are designed to select: 1) those students with limited or no English skills and 2) those who have had little or no previous schooling. All of the 18 programs surveyed restricted entry to students limited in their ability to speak English.

Most programs assess English proficiency using Language Assessment Survey (LAS) scores, but a few use the IDEA oral language proficiency test. Twelve programs admitted only students considered Non-English Proficient (NEP) because they received a one or two on the LAS. Five out of the 18 admitted only children with limited educational backgrounds. Only seven consider length of residency when determining eligibility.

Most newcomer programs accept all children assessed as LEP or NEP, but a few programs concentrate their efforts on serving students of particular language backgrounds. In San Francisco, for example, students are sent to particular elementary newcomer programs according to their home languages. Spanish speakers attend the Mission Education Center, Chinese speakers enroll at the Chinese Education Center, and the Filipino Center now accepts Southeast Asians since the population of Filipino students has dwindled.

Newcomer programs have been established to serve children at all grade levels. Several district administrators, however, have consciously chosen to concentrate their limited

MATRIX OF NEWCOMER PROGRAMS

'89-'90 School Year

SCHOOL DISTRICT	PROGRAM NAME	ENROLLMENT (89-90)	GRADE LEVELS	PROGRAM STRUCTURE	INTAKE CRITERIA/ TARGET POP	MAJOR LANGUAGE GROUPS	HALF/ FULL DAY	EXIT POLICY	AVERAGE TEACHER: STUDENT RATIOS
Alhambra School District	Elementary Assessment & Orientation Center	Approx. 160	4-8	2 classrooms (4 classes per day) with on site administrator	In U.S. < 3 years NEP	Mixed	Half	8 Week	1:20-25
	Secondary Assessment & Orientation Center	60-70	9-12	2 Classes with on site administrator	Low Level Literacy in Primary Language	Mixed	Half	1-3 Semesters Staff Recommendations	1:20-1:24
Cupertino Union School District	Newcomer Centers	396	1-8	1-3, 4-6, 1-6, and 7-8 grade programs (14 classes) at 3 schools	LEP	Mixed	Full	Until Fluent English Prof.	1:25
Fallbrook Elementary School District	None	37	1-3	A 1-3 grade self-contained class	Limited Educational Background NEP	Spanish, Native American Indian Languages	Half	Teacher Judgement	1:22
		35	4-6	A 4-6 grade self-contained class Level	Low level Literacy in primary Language, NEP	Same as Above	Full	Tests only 1 Yr Below Grade Level	1:22
Franklin-McKinley School District	Bilingual Intensive Language Program	Approx. 170	3-8	4 classrooms (8 classes per day) at 3 elementary schools & 1 middle school	In US for < 12 Mths NEP	Spanish Vietnamese Cambodian	Half	1 Year Limit	1:24
Hayward Unified School District	English Language Center	340	9-12	Separate School	NEP	Mixed	Half	Achieve 5th Grade English Proficiency	1:28
	Elementary Sheltered Magnet Program	150	1-6	6 classes clustered at 2 elementary schools	LEP	Mixed	Full-	Teacher Judgement	1:25

SCHOOL DISTRICT	PROGRAM NAME	ENROLLMENT (89-90)	GRADE LEVELS	PROGRAM STRUCTURE	INTAKE CRITERIA/ TARGET POP	MAJOR LANGUAGE GROUPS	HALF/ FULL DAY	EXIT POLICY	AVERAGE TEACHER: STUDENT RATIOS
Long Beach Unified School District	Language & Learning Centers	Approx. 1200	K-6	40-60 Classes at 9 schools	LEP	Mixed	Full	1 Year Limit	1:25
	Intensive Language Institute	Approx. 140	7-12	2 self-contained classes at 1 middle school & 2 self-contained classes at 1 high school	Low Level Literacy in the Primary Language NEP	Spanish Khmer	Full	Teacher Judgement, Tests able to enter district ELD Program	1:35
Los Angeles Unified School District	Bellagio Road Newcomer School	450	4-8	Separate School	LEP	Mixed with Majority Spanish	Full	1 Year Limit	1:27
	Newcomer Center	450	9-11	School in School	NEP	Same as Above	Full	1 Year Limit	1:27
Sacramento City Unified School District	Newcomer Center School	275	K-6	Separate School	Arrive after 5/15 of the current year NEP	Mixed	Full	1 Year Limit	1:25
San Diego City School District	Memorial Academy Newcomer Program	Approx. 100	7-8	3 Classes on a Junior High School	new to district LEP	Spanish	Full	1 Year Limit	1:30
San Francisco Unified School District	Newcomer High School	558	9-11	Separate School	New to US, <8 years education NEP	Mixed	Full	1 year Limit	1:27.5
	Chinese Education Center	Approx. 166	K-5	Separate School	New to US NEP	Chinese	Full	1 year Limit	1:23
	Filipino Education Center	Approx. 70	K-5	Separate School	New to US NEP	Filipino South East Asian	Full	1 year Limit	1:19
	Mission Education Center	Approx. 260	K-5	Separate School	New to US NEP	Spanish	Full	1 year Limit	1:28-30

resources on addressing the problems of the older students. Virtually all students new to the U.S. must go through the process of adaptation to a new language and culture, but some program designers believe the need for specialized intervention *increases* with the age of the child. The mainstream curriculum in the primary grades focuses on language development and adjustment to the school environment, leading to the belief that K-1 newcomers are in a better position to adapt to "regular" classrooms. As the age of the child increases, any educational gaps become increasingly difficult to rectify within the context of regular academic programs.

Program Structure

While the structure of newcomer programs varies considerably from site to site, it seems to fall into two general categories: 1) separate-site programs and 2) programs on comprehensive campuses. And, regardless of the location, a newcomer program can operate either on a half-day or full-day basis.

1. Separate Site Programs

Students at programs housed at separate sites typically attend classes for the full academic day for a limited period of time. Several—including San Francisco's Newcomer High, Bellagio and Sacramento Newcomer School—were designed to serve students from locations throughout these districts. Because they reflect the racial diversity of whole districts, student bodies at these schools are racially mixed. In contrast, a few programs—namely the Mission Education Center, the Chinatown Education Center and the Filipino Education Center in San Francisco—were initially established to serve neighborhoods dominated by a particular ethnic community. As immigrant communities have shifted to other parts of San Francisco, all three programs have switched to accept children from outside their attendance areas.

Not all separate site schools have full-day programs. In Hayward, students take classes at the English Language Center for half of each day and spend the other half at a comprehensive campus. The English Language Center considers itself an extension campus for every middle and high school in the district. Its classes appear in all the course catalogues of every secondary school in Hayward.

2. Programs within Comprehensive Campuses

Several programs are located on the site of mainstream campuses. Program autonomy varies from site to site. The Newcomer Center at Crenshaw High School in Los Angeles, for example, calls itself a school within a school. The center works in coordination with the rest of the comprehensive campus, but is a separate, coherent entity: it occupies a defined space within the building, has its own administrator, and has established its own student council. While Crenshaw's newcomer students participate in some mainstream classes like P.E. or other electives, their academic day is spent attending classes with other newcomer students. Like the Crenshaw center, the Alhambra Secondary and Elementary Orientation Centers also operate on comprehensive campuses and have their own site administrators. Since Alhambra students only attend the newcomer program for half of each day, this program is not as distinguishable from the regular academic program as some others.

Other programs receive extensive district support, but do not have their own site-based administrators. Such programs come under the joint jurisdiction of the school principal and the district administrators. Classrooms may be grouped in clusters, and the clusters

distributed among several school sites. One such program is the Language and Learning Centers run by Long Beach Unified School District. During the past year, the program has consisted of 60 classrooms located on 12 different school sites. While some students may come from the original school sites, many are bused in from surrounding campuses. Ideally, children spend 80 percent of the school day within the LLC program and the other 20 percent in the mainstream. Teachers in the newcomer program work under the jurisdiction of the site principal, but they receive substantial direction and support from district personnel. Similarly, the Bilingual Intensive Learning Program (BILP) in Franklin McKinley Elementary School District is comprised of four classrooms located at three elementary schools and one middle school. Each site receives students from an average of three schools. In contrast to LLC, however, students are in BILP classes for only half of the academic day.

Some districts believe that all of their schools must accept responsibility for recently arrived students, so they have adopted strategies for creating programs within neighborhood schools. The Glendale Unified School District has created welcome sites in all of its five junior high schools and three senior high schools. Students attend welcome site classes for several periods a day for one semester.

At least one newcomer program was initiated at the school, rather than the district level, to cope with a population of newcomers. Last year staff at Memorial Academy in San Diego were surprised by a sudden influx of over 100 LEP Spanish-speaking students who enrolled after the deadline. Most of the new students had extremely limited educational backgrounds. Because Memorial had no more places for them in its regular bilingual classes, the then Vice-Principal, Jane Davis, decided to implement a program she had been considering for the past three years. Memorial set aside several self-contained classrooms which provide a gradual transition for new arrivals into Memorial's bilingual program.

Other Factors Affecting Program Structure

In part, the variations in program structure reflect disagreements over the degree to which newcomers should be separated from the mainstream. Some educators feel that time-limited programs on separate sites can better provide recent immigrants with the educational and psychological foundation essential to achieving in mainstream classrooms. They think separate-site facilities more effectively concentrate and mobilize crucial educational resources while insulating students from the shock of immediate placement in potentially hostile school environments. Others express strong reservations; they cite the long bleak history of segregated or separate facilities which have proven to be unequal and stigmatized programs for minorities. In their eyes, placing newcomer programs on comprehensive campuses offer better opportunities for students to be integrated from the moment they enter our schools and is more likely to ensure that mainstream teachers and administrators will incorporate strategies for working with immigrant students into their regular teaching practices and curricula. Program structure, however, is not only an educational decision. It is affected by a host of factors including demographics, space availability, legal issues, the need for articulation with other programs, funding sources and transportation

Since immigrants typically live in the most populated areas of town, neighborhood schools are almost always overcrowded and newcomer programs must utilize whatever space they can find. Consider the situation faced by the Los Angeles Unified School District, which has the worst overcrowding problems in the state if not the country: all schools in the district are switching to year-round schedules to accommodate more students. In order to locate a site for its two newcomer programs, the district undertook

a detailed study to identify all the underutilized schools in the district, and convened a committee to investigate all of the possible options. There was no space for the newcomer programs within the neighborhoods to be served. Instead, a once-abandoned school tucked away in wealthy, predominantly white Bel Air hills became the Bellagio Road Newcomer School. The second newcomer program is housed at Crenshaw High School, which is located in a predominantly Afro-American community. The Bellagio Road site was originally closed by declining local enrollment, and Crenshaw was underutilized because increasing numbers of students from the neighborhood had begun to take advantage of the district magnet schools and pupil transfer programs. The newcomer programs now located at these sites have gained acceptance from both communities, but initial neighborhood reactions ranged from fairly receptive to completely hostile. Administrators undertook extensive public relations campaigns in order to address the concerns of residents.

Some districts believe that all of their schools must accept responsibility for recently-arrived students, so they have adopted strategies for creating programs within neighborhood schools.

Most of the older programs have had to shift locations at least once depending on space availability, and have sometimes had to adapt to sharing a mainstream campus. The Mission Education Center (MEC) in San Francisco is an example. After beginning in 1972 as two classes in Jamestown Community Center, the Center eventually moved into a separate site at the Las Americas building. Because this site was built specifically for ESL purposes, each classroom has a capacity of approximately 17 students—so the student population soon outgrew building capacity. In 1981 four teachers were sent off campus to run satellite programs: two classrooms at Edison and two classrooms at McKinley elementary schools. When MEC moved finally to its current site, it initially shared the building with the Buena Vista Spanish immersion program. Since both programs needed to grow, Buena Vista moved to a separate location and the MEC expanded to take over the entire facility.

Choosing whether to locate a newcomer program on its own site or within a comprehensive campus, and whether it should operate for a full or half day, is also influenced by legal considerations. Zaida McCall says that the Hayward English Language Center was implemented as a half-day program in order to avoid legal problems caused by segregation. Recently, questions have been raised about the legality of establishing separate site, full-day newcomer programs even when they maintain a one-year time limit. According to Title VI of the Civil Rights Code, programs and activities that receive Federal financial assistance shall not discriminate on the basis of race, color or national origin. The Office of Civil Rights (OCR), which is responsible for enforcing Title VI, has begun investigating the Sacramento Newcomer school to determine whether it has broken the nation's desegregation laws. Although the school maintains a racially integrated student body, the OCR will judge whether the program discriminates on the basis of national origin. Principal Ishmael Rasul says, "OCR is concerned with the fact that students on a separate site are segregated from U.S.born students. They are examining our program from a legal perspective, as opposed to looking at the educational merits of our school." At this time, Sacramento still awaits OCR's ruling, and the legal status of such facilities remains unclear.

Half-day programs may be safer from a desegregation standpoint, but they may not be the most feasible from other points of view, particularly if they serve elementary students. For example, in spring 1990 when the State Department of Education conducted a compliance review of the Alhambra Elementary Orientation Center, it found that when students attended its classes designed to promote English language development, they missed academic instruction being provided at the same time in their homeroom classes. Inadequate provisions had been made for newcomers to make up the missed subject work. Some students received virtually no academic content because they were sent to pull-out ESL classes after their return to the home room. To a large extent, this problem stems from the fact that elementary classes, unlike middle schools and high schools, are relatively self-contained and often have fairly autonomous schedules. Consequently, articulation between the programs is extremely difficult. In order to resolve this problem, Alhambra administrators are switching to a two day, part-week program. Students from the northern school will attend orientation classes on Mondays and Tuesdays, while those in southern schools will come on Wednesdays and Fridays. Assessment and Orientation Center teachers will use Thursdays to improve program articulation by conferring with their colleagues at regular school sites.

In order to establish the Elementary Sheltered English Magnet program in Hayward, Zaida McCall also turned to a full-day intervention, but for slightly different reasons. Creating a full-day program was the only way McCall could channel the Average Daily Attendance (ADA) monies allocated to the participating students to the newcomer program. It was not feasible to divide ADA between two academic programs because elementary students attend self-contained classrooms.

Neither of the two elementary half-day programs (Franklin McKinley's Bilingual Intensive Language Program and Alhambra's Elementary Orientation Center) receives ADA. Instead, they have relied upon more temporary outside funding sources and are now facing the challenge of replacing the funds that came from one of their major federal sources, the Transitional Program for Refugee Children (TPRC). TPRC funds ceased to exist after the '89-'90 school year.

Finally, program structure is influenced greatly by the kind of transportation resources available to districts. The more a newcomer program represents an attempt to concentrate resources and students, the greater the number of feeder institutions—and the more need for transportation. If the district does not already bus students, busing represents a highly costly proposition—in Cupertino, busing is one of the most expensive budget items for the Newcomer Centers. Even when a district buses many of its children, negotiating how buses can be made available for the children in a newcomer program can be extremely difficult. Because Franklin McKinley is a half-day program, its children needed to be bused three times a day: in the morning, at midday, and at the end of the school day. All of this busing must then be coordinated with the rest of the elementary schools, which run on both 9-month and year-round schedules. When transportation becomes too costly, districts can be forced to re-structure their programs to reduce the need for intra-district busing. In Pomona Unified School District, a proposal to create a newcomer program in the mid 80s was rejected, in large part because transportation costs were prohibitive.

Recently, questions have been raised about the legality of establishing separate site, full-day newcomer programs even when they maintain a one-year time limit.

Exit Policies

Since newcomer programs are designed explicitly to help students transfer into subsequent academic programs, all have developed criteria for determining when that transition should occur. The majority of programs, particularly those which students attend for the full school day, have set one-year time limits with the understanding that children who are ready to transfer to the next academic program more quickly can do so. The year time limit seems to be the result of several factors. First and foremost, it is a legal issue: programs adhere to one-year limits because administrators have thought this policy would address concerns about children being taught in segregated environments. Second, the time limit is a mechanism for ensuring that more children are served. As children leave, they make room for the next influx. Finally, as Jane Davis, former Vice Principal of Memorial Academy, says, "if one of the major goals of the program is orientation, then a year should be enough time."

The majority of programs, particularly those which students attend for the full school day, have set one-year time limits with the understanding that children who are ready to transfer to the next academic program more quickly can do so.

Some programs exit children based upon their academic achievement—so to a large degree, subsequent academic programs influence the exit criteria for the newcomer programs. For example, after Cupertino Union Elementary District students leave the Newcomer Centers, they are placed in regular classrooms. Students can exit once they have been reclassified fluent English Proficient by scoring a 36 percent on the California Test of Basic Skills, achieving a 3.5 on SOLOM (Student Oral Language Observation Matrix) and exhibiting mastery-level oral proficiency on the (IPT) Idea Oral Language Proficiency Test. These students, who generally come from affluent, well-educated family backgrounds achieve this level of English proficiency in a short period of time: the median length of time students spend in the program is 10.1 months.

In contrast, the Long Beach School District Intensive Language Institute (ILI) serves children who have had little previous academic preparation. In general, middle school students enter the program if their primary language literacy skills are at or below the third grade level; high school students enroll when tests show literacy at or below sixth grade level. Some are also identified by their extremely limited social skills. The purpose of ILI is to prepare students to enter the district's program for English language development. Exit is based upon a combination of test scores and teacher assessments: students must demonstrate that they are psychologically and academically prepared to exit.

Out of the 18 programs surveyed, ten maintain policies of exiting students after one year; one exits students in less than a year and seven exit students according to testing criteria, teacher judgment, or a combination of the two.

Transition to Subsequent Programs

One of most important challenges newcomer programs face is developing a process to make sure that students transfer into appropriate academic programs. Unfortunately, most districts have not developed the formal procedures necessary for a smooth passage.

A successful transition to a new program is most difficult to achieve when students

leave the newcomer program for a different site. Often the needs of the individual student are not clearly conveyed to staff at the receiving schools. Lydia Stack at San Francisco's Newcomer High School claims that when students return to ask for help, the most commonly cited problem is being placed too high or too low. In San Francisco Unified School District, placement is done by computer. The computer has been known to place a child who received an A in bilingual Chinese World Civilization in an English-only Honors History class in the comprehensive high school. The Sacramento newcomer program acknowledges that receiving teachers are often frustrated because they misunderstand the transcripts from the Newcomer School. Unlike most other schools in the district, Sacramento Newcomer grades according to classroom progress, not grade-level performance.

Most districts have not developed the formal procedures necessary for a smooth passage.

When programs are located on comprehensive school sites, the transition is easier. If space is available, students often can remain at the same facility—advantageous because it minimizes student confusion and the disorientation of navigating in a new building. Moreover, if a student has a problem, it is relatively simple for him or her to contact a former newcomer teacher for help. By the same token, it is easier for teachers receiving students to confer with a newcomer teacher about how they can most effectively address a particular student's needs. Finally, close proximity can allow teachers and administrators to familiarize themselves with the components of the newcomer program, and understand the challenges which confront students new to the United States.

One of the impediments to a successful transition is the lack of articulation between newcomer programs and the succeeding academic programs. Several of the educators interviewed felt that many students are being placed in programs inadequate to their needs. For example, last year the Mission Education Center (MEC) in San Francisco sent students to 45 different schools. Principal Avelina Nicholas explains,

"This is where the system falls apart...they don't get what they need; they really need self-contained Spanish bilingual classes."

Many MEC students, even the older children, arrive in the U.S. illiterate in Spanish, their primary tongue. If students with such limited academic preparation are to acquire English successfully, many educators feel it is crucial for them first to learn to read and write in their primary language. Nicholas believes that one year of primary language instruction at the MEC is not enough for many students to acquire the Spanish literacy they need to learn English, but classes emphasizing Spanish literacy are hard to find outside the newcomer program itself. Because schools with well-developed bilingual programs are often the most over-crowded, space for students transferring out of the MEC is frequently unavailable. Even if a student is lucky enough to enroll in a bilingual program, the class may not be appropriate. San Francisco's transitional bilingual education programs start with primary language instruction in kindergarten. By third grade they are already introducing English, and thus the still-unprepared MEC graduates do not get the Spanish language instruction they need.

A smooth transition is especially critical for older students attempting to finish high school. One major hurdle is ensuring that newcomer high school students receive credit for the knowledge they have acquired. In Alhambra's Secondary Orientation Center, for example, Chinese- and Spanish-speaking children who exhibit proficiency in their primary language can take a test that exempts them from having to take a foreign language. Students can receive up to 30 units of high school foreign language credit. Several districts have also arranged for high schools to give at least partial—if not full—credit for courses students have taken in newcomer programs.

Part of successfully articulating the needs of newcomer students is encouraging mainstream high schools to allow immigrant students more time to complete course-work. A number of schools exit students once they reach a certain age and have not accumulated a minimum level of credits. A recent study by Zaida McCall and Roger Olsen compared the academic progress of students who entered one of Hayward's high schools with virtually no English skills to the progress of peers who been in the system long enough to be reclassified Fluent English-Proficient by the time they graduated. Against all odds, the Limited English Proficient students graduated at the same rates as their Fluent English Proficient peers. The major difference between the two groups was that students starting high school as Non-English Proficient tended to require more than one "fifth year" of high school.

It is often difficult to keep classes small and serve all the eligible students at the same time.

Class Size

As mentioned earlier, most newcomer programs try to provide students with more individualized attention than they would get in regular classrooms. Most newcomer classes have comparatively low teacher-student ratios—11 out of the 18 programs keep ratios at 1:25 or less; the smallest is 1:19. Nearly all of the programs also utilize instructional assistants to keep the work load more manageable.

Unfortunately, because immigrant students enroll in such large numbers and at variable rates throughout the school year, it is often difficult to keep classes small *and* serve all the eligible students at the same time. After the Sacramento Newcomer School fills up, newcomers must attend their home schools—which may not have appropriate services—until space becomes available. Once the San Francisco Newcomer High school reaches capacity, the district channels students into newcomer classrooms at other campuses. Even if administrators can anticipate the need for new teachers later in the year, many districts may feel they cannot actually open new classes until there are enough students to generate the ADA to pay for additional teachers. In the meantime, mid-year arrivals increase the size of existing classes or are not provided with appropriate services. Even when districts are able to add teachers in the middle of the year, it is difficult to be selective. Often administrators must accept whomever they can find. Too often, they resort to hiring teachers who are inexperienced, untrained and without language-development credentials.

Curriculum

Most newcomer curricula feature several distinct components: academic content, primary language development, English language acquisition and orientation. Only a few programs include all these components, but almost all are geared to orientation and the acquisition of English language skills at a minimum. The scope of any given newcomer curriculum is influenced by whether students attend all day or less and whether the student population is elementary, middle or high school level.

Because recently arrived immigrants enter with a wide range of academic preparation, curriculum is generally designed to accommodate children at a variety of levels. Teachers utilize techniques like cooperative learning to work more effectively with their multiple-ability classroom populations. The pace of academic progress tends to be set by the individual student, rather than an imposed norm or a standard set by the class. Some programs assess student progress at frequent intervals to ensure that each child continues to receive challenging work.

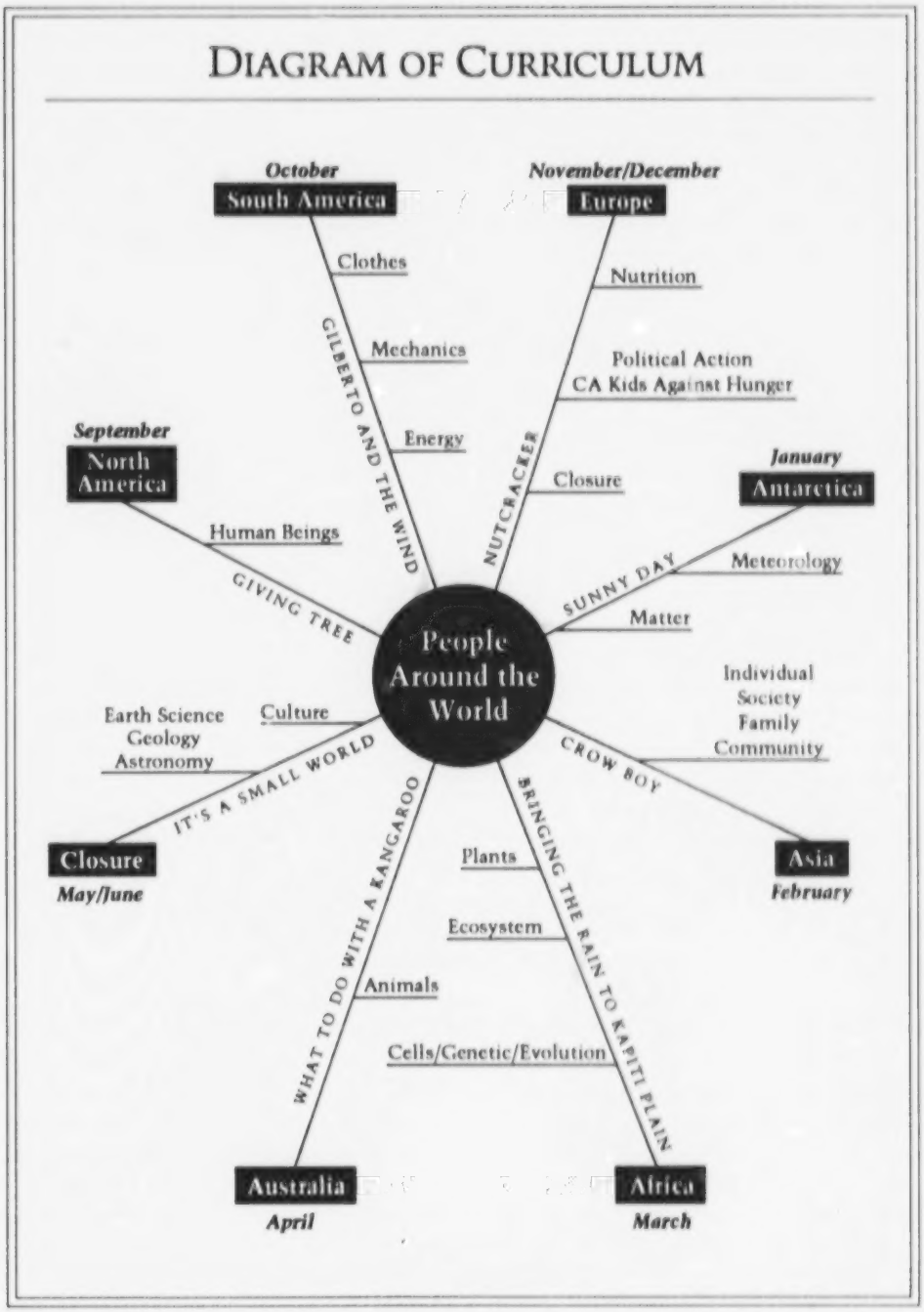
NEWCOMER CENTER CURRICULUM 9-11

Strand I English Language Development Program	**Strand II-Model 3 Full Bilingual (nonliterate)**	**Strand III-Model A Modified Bilingual (low literacy)**	**Strand IV-Model 14 Accelerated Bilingual (literate-near grade level)**
Introduction to Reading	Language Arts in The Primary Language	Language Arts in The Primary Language	Introduction to Reading Intermediate Reading
English Language Development (ESL)	Language Arts in The Primary Language	English Language Development (ESL)	English Language Development (ESL)
English Language Development (ESL)	English Language Development (ESL)	English Language Development (ESL)	English Language Development (ESL)
Orientation & Guidance Fine Arts (Sheltered English)	Oreintation & Guidance Intro. to US Heritage (Primary Language)	Orientation &Guidance Intro. to US Heritage (Primary Language)	Orientation & Guidance Intro. to US Heritage or Fine Arts (Primary Language)
Math (Sheltered English)	Math (Primary Language)	Math (Intro to Math or Regular Math)	Math (Primary Language)
PE (Sheltered English)	PE (Sheltered English)	PE (Sheltered English)	PE (Sheltered English)

Highlights of curricula in several schools surveyed

1. *Crenshaw High School:* Students entering Crenshaw High School's Newcomer Center may enroll in one of four strands developed as part of the district master plan: Full Bilingual, Modified Bilingual, Accelerated Bilingual—and, if a student speaks a language for which a bilingual instructor is not available—English Language Development. The program is designed for incoming students with varying levels of previous schooling. The curriculum covers academic content and develops language skills both in English and the primary language. (See chart above.) As students exhibit higher levels of native language literacy, the amount of time spent working on language arts in the primary language steadily decreases. Multi-cultural education is integrated into daily classroom lesson plans and incorporated into extra-curricular activities

2. *Bellagio Road School:* The "four strand" system described above is used at Bellagio Road School as well as Crenshaw. This year, Principal Julie Thompson also experimented with using one additional period of ESL to allow children to work in groups mixed across grade levels and language groups. Thompson established several topic areas by asking teachers to develop curriculum based on topics of personal interest; they include art, gardening, science, music, dance, cooking, photography and board games. Children elect to attend those subjects which they find most appealing.



3. *Sacramento Newcomer School:* In Sacramento, children are taught in English, but given some primary language support to help with concept development. The school's integrated, literature-based, thematic curriculum was developed on-site by the staff, and is intended for use by the entire school. The currently used curriculum, "People Around the World," teaches English and academic content in units, each based a part of the world.

The lessons covered within the curriculum work within the state framework and meet district requirements. To facilitate use of the curriculum, handbooks providing teachers with creative ideas about how to work with each subject area were developed by mentor teacher Annis Huang and the school staff. Huang claims the thematic curriculum offers a variety of benefits:

"With everyone working on the same themes, it helps with intra-staff communication. And even though brothers and sisters may be in different grades, they cover the same topics so they can talk about what they've learned and work with each other after they have gone home."

4. *Hayward English Language Center (ELC):* The center focuses most of its energy on cultivating English language skills, although bilingual (Spanish) World Civilization and U.S. History, and primary-language classes in Spanish and Farsi are available at ELC. The basic curriculum for all students consists of three classes taught in English and offered at levels A through D. Students complete each level at their own pace, with the average student finishing in three semesters. While the primary purpose of all the classes is to promote the development of English skills, other content is included; for example, the beginning level includes a class on cultural orientation, and more advanced levels use math as the content upon which to build oral skills.

5. *Long Beach Language and Learning Center (LLC):* Students receive instruction in the regular elementary curriculum (e.g. mathematics, science, social studies and health) within a framework of English acquisition. LLC teachers follow a syllabus with suggested topics for each month of the year, though they adapt curriculum to the grade level of their students. For example, in September, the syllabus requires teachers to teach about school survival, the school, and body parts and by May, it requires teachers to instruct students in map skills and suggests topics like the Earth's Resources and the Body (cardio, skeletal, digestive and respiratory systems). Performance objectives for students are based on district *Standards of Expected Student Achievement* and adapted for newcomers in meetings between LEP services staff and the classroom teachers.

Clearly, there is no consensus among newcomer programs on the language used for teaching academic content.

Language of Instruction

Clearly, there is no consensus among newcomer programs on the language used for teaching academic content. Some use English, others use students' primary languages. Of the 18 programs studied, eight relied upon English as the primary language of instruction; six provided instruction either in English or the primary language depending upon the availability of bilingual teachers in any given language group and four, all of which served Spanish speakers, taught academic subjects only in the primary language.

Different educational philosophies are one factor influencing the language decision, but district demographics and the availability of the appropriate resources are equally important. As our survey of programs reveals, a program is much more likely to provide instruction in the primary language for all students if they all speak the same language. When the number of language groups served by a given program increases, the language-of-instruction problem is complicated accordingly. The Alhambra Secondary Assessment and Orientation Center has faced this dilemma; its pre-literate student population is relatively small, but the children come from a variety of language groups. Alhambra's

staff has experimented. In the first year of the program, they divided the students into two groups—one Spanish-language, one Asian languages, and gave each group one period of ESL and one period of primary language instruction. Multilingual Kim Hong was assigned to teach the Asian class, which quickly became a logistical nightmare as he tried to respond to his students in five languages. Subsequently, Alhambra opted to emphasize English language development entirely, with heavy bilingual support from instructional assistants.

Shifts in language groups can occur much more rapidly than changes in staffing patterns.

One benefit of larger, more centralized newcomer programs is that they are more likely to be able to fill a class with students from a particular language group and then match those students to an appropriate instructor. San Francisco Newcomer High School has taken full advantage of its role as a magnet for newcomers throughout the district; it offers World Civilization and Math classes with instructors who provide primary language support in Chinese, Spanish, Vietnamese and Tagalog.

Whether or not a school can provide primary language instruction also depends upon whether or not that school continues to receive a steady influx of immigrants from the same language groups. Shifts in language groups can occur much more rapidly than changes in staffing patterns. Consequently, a school may staff itself to work with one language group, only to find that language group displaced by a new one. For example, during the '89-'90 school year, a bilingual English/Chinese teacher at the Sacramento Newcomer School taught a classroom filled with Russian students.

In some communities, public resentment of bilingual education has caused developers of newcomer programs to feel that a bilingual program would be risky. Several administrators believe that some of the popularity of newcomer centers derives from their strong association with English language development, and could be jeopardized if they became associated with "bilingualism." In some cases, the unpopularity of bilingual education has pressured administrators to reject primary language instruction altogether. In others, substantial primary language instruction is still used to help students understand academic concepts, but these programs do not bill themselves as "bilingual programs."

"I recommend that you pay a lot of attention when you select the language you use to describe what you're doing and how you're doing it. I think the words you choose can do a lot to create a sense of what's happening and a sense of acceptance. We call it the English Language Center, although in fact every one of our staff members, including myself, speaks at least two languages... as part of our systematic consciousness-raising in the districts, teachers would come to visit classrooms and see what was going on. They would see for themselves the type of support students had in their first languages... they would say 'Wow! Isn't that great; you're explaining it so they can understand it! Some of those same people would have recoiled at the idea that we might have done anything close to bilingual education.'"

Zaida McCall, Principal, Hayward English Language Center

Even if program planners would like to provide primary language instruction, it may not be able to do so unless it can find the appropriate staff. Districts typically look for teachers trained to work with Limited English Proficient children. While bilingual teachers are often preferred, such teachers are in short supply.

As of spring 1989, the 742,600 LEP students in California were served by 16,815 teachers. Of these teachers, only 46 percent had bilingual credentials; 44 percent were on waivers. The deficit of bilingual teachers is universal, but it is particularly severe for some language groups. The statewide ratio of Spanish bilingual teachers to Spanish-speaking

LEP students is 1:75. By contrast, the ratio of Lao teachers to LEP students is 1:4,000. The most acute bilingual teacher shortages are in Southeast Asian languages, Mandarin, Korean and Tagalog. Both the research group, PACE and the Assembly Office of Research predict that the shortage of bilingual teachers will grow. By the year 2000, the estimated shortfall will be between 11,000 and 12,000 teachers.

As the shortage of bilingual teachers becomes worse, newcomer programs seem to be hiring from the rapidly growing, though still insufficient, pool of teachers with Language Development Specialist (LDS) credentials. This credential certifies that a teacher may teach the same students as those who hold a Multiple or Single Subject Teaching Credential with the Bilingual Emphasis, a Bilingual/Cross Cultural Specialist Instruction Credential, or a Bilingual Certificate of Competence. Whereas these require a teacher to prove fluency in a second language, the LDS credential does not. As a result, many mono-lingual English teachers consider the LDS credential to be a relatively attainable and appealing option, and districts can then choose from a larger group of personnel who have at least *some* appropriate training. Hiring newcomer staff on the basis of LDS rather than bilingual credentials, however, reduces the likelihood that districts can provide primary language instruction. Charles Parchment, who coordinates language development programs in the Franklin McKinley School District, laments that he would like to provide students in his Bilingual Intensive Language Program with some instruction in the primary language, but he chose to look for teachers with ESL or LDS credentials rather than deprive schools of more of their limited supply of bilingual staff.

The lack of qualified bilingual teachers is one of the reasons Cupertino Union School District Newcomer Centers focus on English language development rather than bilingual education. As Superintendent Yvette Del Prado explains,

"Running a bilingual classroom well requires a super A+ teacher who can not only speak two languages, but teach academic subjects in both of those languages. And because bilingual classrooms are so heterogeneous, they need to be able to work simultaneously with students of many ability levels. Cupertino does not have access to such teaching resources."

The lack of qualified bilingual teachers is one of the reasons Cupertino Union School District Newcomer Centers focus on English language development rather than bilingual education.

Moreover, even if a newcomer program manages to find well-trained teachers, they may not be easy to retain. Teachers generally are leaving the profession in large numbers for better-paying jobs elsewhere. The undersupply of teachers credentialed to work with Limited English Proficient students exacerbates this problem. Teachers are often hired by schools without the proper credentialing, many are eventually forced to leave so that they can complete the coursework for their degrees. And because bilingual teachers are in such demand, some of the wealthier districts have adopted the practice of offering bonus pay. So if a district which does not offer a bonus finds a bilingual teacher, she or he may leave the district for a better paying position.

Problems of teacher retention have an extremely adverse effect on newcomer programs. Four out of the 14 teachers at Mission Education Center last year did not return in the fall—and last year was one of the only years in which the staff continued from the year before. The situation at Franklin McKinley is even worse; out of a group of four teachers, only one is planning to come back in the fall.

Teacher Selection

Most newcomer programs have qualified, highly committed staff. Separate site facilities appear to have the best-trained teachers. For example, teachers at San Francisco's Newcomer High School and the Hayward English Language Center typically speak two or more languages, hold credentials in the areas of bilingual education, language development or English as a Second Language and have extensive experience living abroad.

Some programs, however, have been more affected than others by the shortage of such highly qualified teachers. These districts have gone outside the pool of personnel already credentialed to work with LEP students, and sometimes hire teachers who are willing to work with an immigrant population and work towards receiving bilingual or language development specialist credentials.

Credentials are not the only indicator of effectiveness in teaching newly arrived immigrant students. Mary Ellen DeSantos, Alhambra's bilingual education coordinator, looks for people with cultural sensitivity:

"When I interviewed teachers to work at the center during the spring, I asked how they would react to a situation which occurred the previous year—one of the Asian girls at the Center was extremely upset because some Latino boys hid her purse. One candidate

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responded that the boys should be punished immediately; another thought the problem could be ignored because he felt the boys were only teasing. Both teachers who were finally selected said that they would address the issue by talking to each of the students about what happened and why it occurred. In fact, further discussion with the students had revealed that the incident was one of cultural misunderstanding: the boys were attracted to the Asian girl—hiding her purse was a way of gaining her attention. She, on the other hand, felt the boys were being unduly cruel and vicious."

As one of the new instructors soon found out, the ability to recognize and address cultural difference has been crucial to his ability to teach effectively. Soon after he began teaching, instructor Brian Riley, found that

"one of the hardest concepts to teach is what 'we' call 'cheating.' Students would rather be caught blatantly staring at another student's paper and get an F than put in the wrong answer."

With the help of Kim Hong, Riley was able to understand that a cultural emphasis on "maintaining face" causes many Asian students to feel that getting the right answer is more important than doing their work by themselves.

Staff Development

One of the unusual features of newcomer centers is that teachers are offered a variety of training opportunities. Teachers frequently have the opportunity to receive in-service training in cooperative learning, language acquisition theory, and sheltered English techniques. Sometimes, these classes are offered as part of district-wide training for all teachers. In addition, newcomer program administrators often arrange special sessions specifically for newcomer teachers. Some of these in-service offerings enable teachers to gain credit towards the Language Specialist Credential. Teachers are also encouraged to attend relevant conferences, such as those sponsored by CABE, CATESOL, NABE and others along with in-service training.

Teachers at San Francisco's Newcomer High School and the Hayward English Language Center typically speak two or more languages, hold credentials in the areas of bilingual education, language development or ESL and have extensive experience living abroad.

In districts where newcomer interventions are divided among several school sites, teachers often receive support from district personnel. For example, in Long Beach, the 12 Language and Learning Center sites are being served by two resource teachers and three program specialists. The district provides teachers with the topical syllabus, complete monthly sample lesson plans, model teacher/learned behaviors for the stages of language development and lists of available district materials. LLC teachers meet with a resource teacher and a LEP Services Program Specialist approximately six times a year.

Teacher development is also facilitated by the high level of staff communication at most newcomer schools. Many of the exchanges between teachers are informal, but some programs have taken formal steps to encourage mutual staff support and guidance because the teaching methods are to some degree experimental and require constant innovation, adaptation and refinement. Cupertino's newcomer centers arrange for teachers to work closely together as teams and meet once each week.

Experienced teachers are invaluable for the training and development of new teachers.

At Sacramento Newcomer school, new teachers have the opportunity to work with mentor teacher Annis Huang on a one-to-one basis or in groups. They come to her if they have questions, want to discuss ideas or get help planning for classes. Because experienced teachers are believed to be critical to the success of the overall teaching program, Long Beach LLC tries to open new classrooms only at sites where new teachers can confer with a more experienced colleague.

Newcomer Programs: Potential Vehicles for Teacher Training

Because of their emphasis on training, staff collaboration and development of expertise, newcomer programs are an excellent resource for training mainstream teachers how to work with recently arrived immigrant populations. This potential cannot be overlooked when one considers that more and more teachers will need to adapt to this population as newcomers arrive in larger numbers. And when newcomers finish their year-long programs, they need continued support from skilled and aware teachers in order to move successfully into mainstream classrooms.

Sacramento Newcomer School's Founding Principal Ventura Lopez Cardona wanted the school to be a place where all the district's teachers could be trained to work with newly arrived immigrant children. That hope was not formally realized, but co-designer Xuyen Le sees teacher development as one of the positive side effects of collecting young, enthusiastic teachers on an independent site. Le proudly says,

"One of the best things about the newcomer program is that first group of teachers. When the program started the incoming teachers were new, independent thinkers, not weighed down by curriculum because *little* was available. These teachers were able to experiment with new books and develop innovative teaching methods."

Newcomer programs are an excellent resource for training mainstream teachers how to work with recently arrived immigrant populations.

Most of these teachers have now moved out of the programs and can use the knowledge they have gained in their new classrooms and current endeavors.

The fact that newcomer schools can serve as a center for teacher training and curricular development is one of the justifications administrators give for the existence of the two newcomer programs run by LAUSD. Although they serve only a tiny fraction of the eligible children, they act as laboratories for discovering techniques that can be applied in other school settings. Established this year, the Bellagio Road School is already being used to field test a standard orientation curriculum for the entire district.

The Emergency Immigrant Education Assistance program (EIEAP) run by Lila Silvern shows how a program targeted at newly arrived immigrants can simultaneously serve as a mechanism for teacher training. This program is not included in our list because it is supplementary. Silvern believes that because EIEAP supplements the regular academic program it can be innovative. Free from district mandates, staff can be creative, take risks and explore alternative methods for working with immigrant students.

The EIEAP, which receives all of its financial support from the federal government, is a 3-6 week, summer or intersession intensive half-day program designed to serve students in the Los Angeles Unified School District who have been in the United States for less than three years. It emphasizes English language development and orientation to the community and its schools. Class size is small; students get more teacher attention than normally available in LAUSD: twenty students are assigned to each teacher, who works

with an instructional aide. Because space is limited, EIEAP only serves those children identified by their home schools as most in need of the program's services. Over the past year, the program served about a fifth of the approximately 69,000 eligible students in 525 classes at 107 different sites.

Any teacher in the district can apply to teach in the program, but senior teachers get first consideration because summer session and intersession work is considered an earning bonus. Some EIEAP teachers are mainly interested in the extra income, while others are trained and experienced in working with immigrant students. As part of the program, teachers are required to come to at least one paid in-service workshop. Often these workshops are led by teachers who have developed innovative curriculum and teaching approaches while working in the program. Teachers also receive one pupil-free planning day for meeting site advisors. The advisors provide curricular materials and discuss use of a thematic curriculum designed to elicit participation among all the students. Silvern claims the planning day is "not just about theory, it's a real-stuff workshop." She believes that if the teachers teach the unit as presented, they will know what is meant by natural language theory, cooperative learning and experiential learning. Teachers are encouraged to innovate and use the opportunity to try new methods and approaches. In addition to providing teachers with formal training, the EIEAP serves as a forum for changing teacher attitudes about newcomers. As Silvern explains, "teachers are able to overcome some of their misconceptions about immigrant children. They find them motivated, interested and curious." Over a two-year cycle, EIEAP has worked with over 1,000 teachers who can bring the knowledge they acquire through their EIEAP experience to bear when they return to mainstream schools.

Teachers began to walk away with a different sense of their student populations and with images of what could be done—and their enthusiasm began to spread to others.

Zaida McCall believes that the Hayward English Language Center (ELC) has been effective at changing the attitudes of people who once resisted new teaching strategies and extra services for immigrant students. Eight or nine years ago, when Zaida and the ELC staff first responded to requests from teachers for in-service workshops on teaching LEP students, many attendees were reluctant to "go the extra mile." At the workshops, McCall was asked, "But when do I have time to do it? What materials?" Once she provided the materials, many would say that they didn't have the time. McCall soon realized that imparting new techniques was not the whole problem—many teachers had to be persuaded to change *attitudes*. Consequently, the ELC became the core of an effort to increase awareness and responsiveness among teachers throughout the district.

"We started our consciousness-raising program with volunteer teachers—those teachers who were willing to come and learn, willing to come and visit...the kind of teacher who volunteered had a tendency to be highly regarded by his or her peers, a leader at the site level or the program level: basically, a person who was contagious. Contagious people are wonderful if they've got the right disease. These teachers would go back to their schools and say, 'That was wonderful. Do you know that I saw little Yong Huan, who's never spoken in my class, and there he was—giving a speech in the ESL class!' ...teachers began to walk away with a different sense of their student populations and with images of what could be done—and their enthusiasm began to spread to others".

ELC began to inspire teachers who saw what could be done. Currently, it is a hub for training teachers throughout the district to work with immigrant students. With the help of a Title VII grant, the ELC provides a number of training activities. It covers tuition for

some teachers to attend classes at local state universities. After school, on weekends, and during the summer, it runs for-credit classes, including a five-day summer Sheltered English Institute, an eight-week training session offered by Carol YoungLove for teachers seeking LDS credentials, and a variety of sessions on different teaching techniques. If teachers wish to attend courses offered by the San Mateo and Alameda County Education offices and conferences at CABE, NABE or the multifunctional resource center, the ELC also can arrange to cover attendance fees and sometimes pays for a substitute. During the '89-'90 school year, 168 teachers participated in the training activities. In addition, the center houses an entire room lined with cabinets filled with curricular materials designed for immigrant students that may be checked out by any teacher.

Program Evaluation

While much of the anecdotal information about newcomer programs suggests that they are effective interventions, actual evaluative data is noticeably absent. Part of the reason is that the most experimentally valid way to assess the effectiveness of newcomer programs would be to compare what has happened to a group of students who have gone through the program to a "control" group of students who have not. But neither establishing a control or finding an appropriate comparison is an easy task. Because newcomer programs are part of our system of public education and schools feel morally obliged to provide students with the best education possible, it is virtually impossible to create a control by randomly denying services to some portion of the incoming immigrant population. On the other hand, it is extremely difficult to find a group of newcomer students who, by virtue of random chance, did not go through a program and still have all the same background characteristics as those who did.

While much of the anecdotal information about newcomer programs suggests that they are effective interventions, actual evaluative data is noticeably absent.

At the same time, instruments traditionally used to measure program effectiveness are not necessarily adequate to measure the impact of a newcomer program. Because students are recent arrivals who do not speak English and generally unfamiliar with a multiple-choice format, standardized tests are not likely, for at least the first few years, to show the amount of knowledge students have actually acquired. The efficacy of newcomer programs is more likely to be revealed fully only after their "graduates" have been in school for some years. Therefore, more appropriate evaluation might involve tracking students over several years to see whether they continue to progress academically and eventually complete high school. Unfortunately, the extremely high mobility rates of students combined with the impossibility of tracking students who move outside their original district boundaries means that substantial numbers of students are "lost" for later evaluation purposes. Lydia Stack, a teacher at Newcomer High School in San Francisco, did conduct a study to track students after they completed the program. She started with test information about 351 students—but by the next year scores for approximately 50 percent of them no longer appeared in the district data base. While the scores of the remaining students showed significantly better-than-normal improvements, Stack found it difficult to distinguish what could be attributed to the newcomer program from improvements that might also be functions of more traditional interventions: e.g., students improved English skills and increased comfort with standardized tests.

Many program administrators and teachers claim that qualitative assessments are more appropriate than quantitative ones, particularly since newcomer programs direct so much attention to the child's affective domain. Stack suggests that attendance is one of the best existing indicators of program effectiveness. "Let kids vote with their bodies." Many others advocate the use of student and teacher interviews.

Appropriate, thorough program evaluations can require resources some administrators feel they do not have. Many site administrators probably share the opinion expressed by Paul Cheng, former principal of Newcomer High. "My priority would be to spend money on providing needed services, such as school-based nurse-practitioners, instead of developing a costly evaluation scheme. Evaluation should be the responsibility of the district office."

But districts cannot always provide funds for evaluation. The Los Angeles Unified School District (LAUSD) planned to conduct extensive evaluation of its two newcomer programs, but decided to set the plans aside—at least for the '89-'90 school year—as a result of the district fiscal crisis.

Despite the difficulties associated with evaluation, the costs of not conducting assessments is high. This country's long history of unequal educational opportunities for minorities makes it imperative for programs which separate students on the basis of ethnic or linguistic criteria to furnish proof of their educational benefits and necessity. Without comprehensive assessments of individual programs the public cannot be assured that children are receiving adequate services. Without long-term in-depth evaluations, districts planning to start newcomer programs are doing so with little formal evidence that the program models they intend to adopt make educational sense. Finally, the lack of solid evaluation means that a separate site facility like the Newcomer School in Sacramento has little hard data to justify its existence in the face of legal questions about segregation.

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Chapter 4

CONCLUSION

NEWCOMERS pose new educational challenges for California's public schools—a challenge that grows every year, as immigrant children enroll in greater numbers. The urgent need to develop more effective strategies for addressing the plight of these recent arrivals is reflected in the small but rapidly increasing number of newcomer programs. To date, at least 17 districts have responded to the influx of newcomers by creating programs designed specifically to meet their academic and adjustment needs.

Combined, the experiences of newcomer programs indicate that an educational intervention responsive to the needs of the recently arrived immigrant student ideally includes the following elements:

❑ A comprehensive and centralized intake process, which includes testing for academic content in the primary language as well as for English proficiency; assists parent with enrollment procedures; identifies and provides access to needed health and social services; and serves as a mechanism for recognizing and tracking changes in local demographic trends.

❑ Clear entrance criteria which place students in newcomer programs *only* when it is educationally appropriate.

❑ Strictly enforced exit criteria and procedures which enable students to transfer smoothly from newcomer programs to subsequent academic program. Such procedures must ensure that students are well-integrated into mainstream schools.

❑ A program structure which can accommodate mid-year entry of students and allows flexible, individualized movement through the curriculum.

❑ A dynamic curriculum which values and draws upon the cultures, languages, and life experiences of immigrant children; provides orientation to this country's society and institutions; addresses language development needs; meets the needs of children with varying levels of academic preparation and equips students to enter mainstream classrooms.

❑ Activities, curricular and extra-curricular, which are specifically designed to foster and maximize positive interaction between newcomers and their U.S. peers.

❑ Teachers who are equipped to work with newcomers because they have more than one of the following characteristics: they are bilingual, they are immigrants themselves, they have lived in a foreign country, they have extensive relevant formal training and /or are well-experienced working with foreign born students.

❑ Bilingual support staff who can provide specialized academic assistance to students within the classroom, serve as liaisons between the schools, the community, and the parents, and link families to needed health and social services.

❑ Extensive professional assistance for all teachers and support staff who interact with newly arrived students before, during and after enrollment in newcomer programs. Training should promote a more in-depth understanding of the plight of recently arrived immigrants and expose staff to techniques for effectively working with newcomer populations.

❑ District and site administrators who understand the needs of newly arrived immigrants, are sensitive to issues of inter-racial, cross-cultural conflict, include teachers and

support staff in program and curriculum development efforts, work towards fully integrating newcomer students into our mainstream educational system, and actively support newcomer programs within schools and the community at large.

❑ Parent involvement activities which take into account the linguistic, cultural, legal, and socio-economic barriers which inhibit immigrant parents from participating in our educational process.

❑ Institutionalized permanent sources of funding which allow program administrators to maintain low student: teacher ratios, hire bilingual instructional assistants, provide staff development, and purchase needed equipment.

❑ A comprehensive system of program evaluation which measures the cognitive and affective impact of participation while students are in the program and after they leave. Evaluations should assess the ability of students to transfer eventually into a wide range of subsequent academic programs.

Given resource limitation, it is difficult for every district to locate enough resources to develop programs with all of the above elements. Nonetheless, we believe these criteria should be used as guidelines for districts planning to establish newcomer programs and for those anticipating an expansion of existing services for newly arrived students. Districts can apply these guidelines regardless of program structure and utilize a wide range of educational strategies to implement them.

As these programs proliferate and newcomer enrollment rises, concrete steps must be taken to assure that we safeguard the rights and meet the needs of immigrant students.

We applaud the creativity and hard work of those districts which have garnered the resources to establish the newcomer programs reviewed in this publication. Yet as these programs proliferate and newcomer enrollment rises, concrete steps must be taken to assure that we safeguard the rights and meet the needs of immigrant students.

Most important, the appalling lack of information about current educational practices must be remedied. All too often, educators are forced to develop programs without information about what has been tried in the past, what methods have proven effective, and what techniques hold promise for the future. Because newcomer programs are laboratories for developing appropriate services for immigrant students, teaching methods, curricula and problem-solving techniques are constantly being refined and honed. Educators need to be able to learn from the mistakes and successes of their colleagues on an on-going basis. Consequently, existing programs must be thoroughly documented and evaluated periodically so that districts can improve current programs and those establishing new ones can proceed on an informed basis.

Districts, however, are not in a position to conduct all the necessary research and communication on their own. Most districts lack the funds to assess newcomer programs that have already been established and do not have the means to develop innovative methods of evaluation which adequately capture the impact of program participation. The absence of comprehensive evaluations places immigrant education in jeopardy. Effective programs have insufficient evidence to prove they are educationally sound and the public has little means of detecting when students are placed in inadequate programs.

Help from a variety of institutions is needed to rectify this situation. We believe the state should provide programs with the financial resources—and the state Department of Education should furnish the technical assistance necessary—to conduct all in-depth program evaluations. We further recommend that teacher training institutions and education schools, both public and private, devote more of their resources to research and evaluation of newcomer programs. Such activities will strengthen their capacity to provide technical assistance to districts and improve their ability to train student teachers to be successful in our rapidly changing classrooms. The Department of Education and the federally funded regional laboratories must actively collect and disseminate information about those approaches proven effective. These institutions must do everything possible to encourage the replication of successful models and facilitate networking among program developers.

Until comprehensive evaluative data is available, the legal ambiguity surrounding separate site newcomer schools will be difficult to resolve. Full-day programs with their own facilities are caught between conflicting legal norms. On one hand, the Office for Civil Rights has directed districts to "take affirmative steps to rectify...language deficienc[ies] in order to open [their] instructional program[s] to these students." Developers of separate-site newcomer facilities argue that it is most feasible to provide appropriate educational services at a centralized location, because they can maximize students' access to valuable material and staff resources. Going to school with newcomer peers also cushions students from the shock of having to adjust to a possibly hostile school environment at the same time they are trying to learn a new language and catch up on academic work. A separate site means that the entire program can be catered to meet the specialized needs of newcomer students.

On the other hand, such programs temporarily separate students from their U.S. -born peers and risk breaching the desegregation laws originally designed to safeguard minority students. However, until all schools have the capacity to offer educationally sound services to newcomers, certain districts may feel that they are better equipped to offer an equal education at centralized, separate facilities.

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The legal ambiguity makes it extremely difficult for districts with limited resources to develop effective program. Districts wanting to invest time and resource in newcomer programs need to be free of the fear that their efforts might be dismantled at a later date. At the same time, newcomers must be protected against any potentially adverse impact of segregation. State and federal departments of education — in conjunction with the Office of Civil Rights — ought to take immediate steps to outline clearly the conditions under which it is educationally appropriate to separate children from the mainstream. We urge them to take into consideration the legal issues, the conflicting educational concerns, and the need for full-day separate-site programs to be given the opportunity to prove their worth. In the absence of further legal clarification, we advise districts opperating full-day, separate-site facilities to limit student attendance to one year, to establish effective procedures for transitioning students to subsequent academic programs, and to use general funds to establish a comprehensive system of program evaluation.

State and federal departments of education — in conjunction with the Office of Civil Rights — ought to take immediate steps to outline clearly the conditions under which it is educationally appropriate to separate children from the mainstream.

No further study, however, is needed to demonstrate the importance of providing immigrant students and their families with non-academic supports. Newcomer programs have already assumed a part of this responsibility, but they are hindered by inadequate linkages between schools, health and social service agencies. With the exception of a few innovative, comprehensive intake and assessment centers, programs have primarily relied upon the endeavors of a few committed individuals to identify problems and connect families to the appropriate services. But a systemic problem like this cannot be solved adequately by a few individuals. No matter how committed they are, they can quickly become overwhelmed. Nor can individuals be sure that families will receive services once they are referred to a particular agency. A system which fully utilizes schools as access points requires the creation of a coordinated infrastructure which links the activities of schools to the agencies capable of providing students and their parents with a wide range of needed services. Establishing such a system is essential to keep students in school.

The strength of the programs reviewed in this report reflects the caring, knowledge, and experience of the staff, faculty and administrators who have been intimately involved in their development and implementation. Yet, existing programs serve only a tiny minority of the students who have recently arrived on our shores. The knowledge and the ability which reside in newcomer programs must be transferred and expanded to all of our schools. We envision the day when all schools will be prepared to educate and welcome our newest citizens.

Glossary

Average Daily Attendance (ADA): ADA equals the average number of student attending classes for at least the minimum school day plus the average number of students having a valid excuse for their absence from school. This figure is used to determine the proportion of funds allocated from the state to each school district.

Bilingual Credentials: These teaching credentials are issued by the State of California for teachers who have received specialty training in certified bilingual credential programs; they include the Multiple or Single Subject Teaching Credential with the Bilingual Emphasis, and the Bilingual/Cross Cultural Specialist Instruction Credential. This training is above and beyond the regular teaching credential. Teachers receiving bilingual credentials have demonstrated proficiency in a second language, knowledge of research, theory and methods of second language acquisition, and knowledge of culture. In some cases, bilingual teachers hold a Bilingual Certificate of Competence instead of a credential because they have exhibited equivalent competencies by passing an exam.

Bilingual Education: The term bilingual education encompasses a variety of educational treatments. For the purposes of this report, we are essentially referring to one of three program types: transitional bilingual, maintenance or developmental bilingual, and two-way bilingual education. Designed to prepare limited English proficient students to enter mainstream English-only classes within two to three years, transitional bilingual (TBE) programs provide primary language instruction for academic content areas while working to increase proficiency in English. In contrast to TBE, developmental bilingual programs stress enhancing and preserving the mother tongue while encouraging the development of skills in the second language. These programs are seldom found in the United States. Two-way bilingual education is one form of developmental program. It involves placing together two groups of children from different language groups (most commonly English and Spanish speakers) in a classroom where they can simultaneously learn to speak and work academically in both languages.

Cooperative Learning: A group-centered learning process designed to develop the potential of each student while encouraging the growth of social skills. Working in teams, students are able to contribute their individual skills and strengths and learn how to work collectively towards common goals.

Emergency Immigrant Education Assistance Program (EIEAP): Authorized by the Emergency Immigrant Act of 1983, it is a source of Federal funding commonly used by districts with large newcomer populations. Entitlement are provided to school districts in which at least three percent of students are immigrants who have arrived within the past three years.

English Language Development (ELD): As defined by the California State Department of Education, ELD involves instruction in subject content classes using specially designed English language methodologies appropriate for non-native speakers. English instructional methods may include, but are not limited to Sheltered English strategies.

English as a Second Language (ESL): As defined by the California State Department of Education, ESL is instruction of the English language including but not limited to its structure, syntax, morphology, phonology, intonation, grammar, lexicology, semantics, the nature of language change, language acquisition, language learning, and language production; in ways which assist non-native speakers of English to acquire proficiency in English.

Fluent English Proficient (FEP): If a language other than English is spoken in the home, a child's English language proficiency must be assessed. Those scoring above a specified percentile on a standardized test—meaning they possess the skills to function in a English-only classroom—are considered FEP. Some students are determined FEP upon entry into the district. Many more are re-classified FEP because later tests reveal they have gained a sufficient level of English proficiency.

Limited English Proficient (LEP): If a language other than English is spoken in the home, a child's English language proficiency must be assessed. Those scoring below a specified percentile on a standardized test—meaning they *do not* possess the skills to function in a English-only classroom without specialized instruction—are considered LEP.

Language Development Specialist (LDS): This certificate authorizes the holder, who must already possess a valid California teaching credential, to provide English as A Second Language instruction to LEP students at any grade level and to provide English for academic achievement instruction in English Language Development programs. Requirements include completion of an approved LDS program or verification of appropriate experience, a passing score on the LDS examination and six semester units of college course work in a foreign language or equivalent experience in a non-English speaking environment.

Non-English Proficient (NEP): If a language other than English is spoken in the home, a child's English language proficiency must be assessed. Those scoring a one or a two on the Language Assessment Survey (LAS), the most commonly used standardized test of English proficiency, are considered NEP.

Newcomer Programs: Newcomer programs are separate, relatively self-contained educational interventions designed to meet the academic and transitional needs of newly arrived immigrants. Typically, students attend these programs before they enter more traditional interventions (e.g., bilingual programs, English Language Development programs or mainstream classrooms with supplemental English-as-a-Second-Language instruction)—but newcomer programs may be the intervention that enables students to be sent directly into regular English-only classrooms.

"Pull Out" Program: A "pull out" program is an educational program designed to meet the special needs of students by removing them from their mainstream classroom for regularly scheduled periods of the day or week. These programs are taught by teacher specialists hired to meet those student needs which are considered beyond the reach of the regular mainstream program. ESL instruction is often provided on a "pull-out" basis.

Sheltered English: Sheltered English groups together LEP students for content area instruction, which is taught in English at increasing levels of complexity. Instructors, knowledgeable about the process of second language acquisition, use vocabulary, language and instructional techniques in ways that make the content area comprehensible while simultaneously developing the student's English language comprehension.

Transition Program for Refugee Children (TPRC): This program was authorized by the Refugee Act of 1980 as amended by PL 96-212 and ceased to exist after the 89-90 school year. It offered entitlements to districts serving eligible officially designated refugee students and was used to provide supplemental educational services such as bilingual and ESL instruction, instructional materials, bilingual staff, and home/school coordination activities. Eligible students could not have been here more than two years in grades K-6 or more than three years in grades 7-12.

Year-Round Schools: Year-round schools are both an alternative learning schedule and a mechanism for increasing the enrollment capacity of educational facilities. Unlike traditional schools which operate for nine-months followed by a three-month summer vacation, the year-round school organizes its academic schedule into instructional blocks and vacation periods which are evenly distributed throughout a 12 month period. Typically, they employ a multi-track system which groups teachers and students into separate tracks, with staggered instructional blocks and vacation periods. While one track is on vacation, the other uses the same space.

Appendix A

METHOD

This report is a continuation of earlier California Tomorrow publications. Our first report, *Crossing the Schoolhouse Border* (1988), was the product of two years of research and interviews with students, educators, and parents. Portraying the plight of immigrant students who comprise over one-sixth of California's public school population, the report found that immigrant children face tremendous barriers including language, culture, health and mental health which inhibit their full participation in schools and eventually as members of U.S. society.

Immediately following the release of *Crossing*, California Tomorrow's Immigrant Students Project began to identify and document promising practices and programs in immigrant education. That research culminated in the publication of our second report, *Bridges: Promising Programs for the Education of Immigrant Children*. It includes descriptions of over 70 innovative programs, a list of funding resources, and a bibliography of cross-cultural curricular materials. After first identifying newcomer programs in *Bridges*, California Tomorrow staff decided to examine these specialized educational interventions more closely and to study their evolution.

Information for this report has been collected primarily through a combination of telephone interviews and site visits. Since the state's department of education does not maintain a list of newcomer programs, our first step was to identify districts which had already developed them. We began by calling the 50 districts with the largest numbers of Limited English Proficient students. Administrators in each district were asked if they currently or in the past operated a newcomer program (or if such a program was currently under consideration), and whether they knew the names of any other districts with such programs. In addition, we asked the staff of the newcomer programs described in *Bridges* for the names of districts running or planning to implement a newcomer program. Eventually we called all of the districts mentioned during the course of our telephone interviews. This process yielded the names of approximately 20 school districts.

Between February and May 1990, California Tomorrow staff conducted site visits to programs in 12 of the districts that told us they had newcomer programs. We sought answers to the questions included in the interview guide. (Appendix B.)

As our research continued, it soon became clear that a standard definition of a newcomer program did not exist. Consequently, we used information from our visits to create the following conglomerate definition of newcomer programs:

Newcomer programs are separate, relatively self-contained educational interventions designed to meet the academic and transitional needs of newly arrived immigrants. Typically, students attend these programs before they enter more traditional interventions (e.g., bilingual programs, English Language Development programs or mainstream classrooms with supplemental English as a Second Language instruction)—but newcomer programs may be the intervention that enables students to be sent directly into regular English-only classrooms.

Using this definition to refine our list of newcomer programs, we ultimately included only 18 of the programs seen during our site visits, and reduced the total number of districts with newcomer programs to 17. Contacts for each of the districts with newcomer programs and the other districts where we conducted site visits appear in Appendix C. While not all of the contacts listed are quoted in the body of the report, the views and insights of each one contributed to the development and substance of this research endeavor.

Appendix B

INTERVIEW GUIDE

Demographics and District Content

1. Size of district (# students)_____

2. % LEP_____ # LEP_____

3. What are the major language groups in your district? (Rank order, or % LEP by language group)

4. How has the composition of your student population overall, and specifically of your LEP population, changed over the past ten years?

5. How are your LEP students dispersed throughout the district? Across grade levels?

Description of the Newcomer Program Model

1. What are the goals of the newcomer program?

2. What needs were the newcomer program established to address that weren't being adequately met by the existing bilingual language program?

3. Describe the structure of your newcomer program. How does the newcomer program fit together with the regular program for an LEP student. Is it a full-day self-contained program? A part-time self-contained program? Or are courses and services offered as a supplementary support.

4. *Who* are the students the program is designed to serve? What policies or criteria guide their enrollment?

5. How does the targeted group description fit the actual enrollment?

6. Approximately what percentage of the students who might be eligible for the newcomer program are actually enrolled?

7. How long can students stay in the newcomer program? What governs the exit decision?

8. Under which administrative jurisdiction does the newcomer program fall?

Description of the Newcomer Program Curriculum and Components

1. What are the services or components of the newcomer program that distinguish it from a regular ESL or bilingual program?

2. How are students grouped within the newcomer program? (by ESL level? by age? by language group? by when they entered?)

3. Are your students provided English language instruction as part of the newcomer program? If yes, how is this provided? If no, where and how do students receive such services?

4. Are your students provided academic content instruction as part of their newcomer program enrollment? If yes, how is this provided? (sheltered English? bilingual? other?) Is it different from the academic content instruction provided LEP students who are not in the newcomer program? If no, (academic content instruction is not part of the newcomer program enrollment) where and how do students receive academic content instruction?

5. Does the newcomer program provide a special curriculum or services aimed at the orientation of students to U.S. culture and society?

6. Does the newcomer program provide native language development or support?

7. Does the newcomer program have any special parent involvement or parent outreach components?

8. Does the newcomer program have support services as part of its design that are not routinely similar to services available for LEP students in the regular ESL or bilingual program? If yes, what kind? (health, social services, counseling, academic tutoring) Are any such services offered as part of your intake/assessment process?

9. Are there any other components that you consider an essential part of your newcomer program that you haven't mentioned so far?

10. Does the district provide transportation for students to attend the program?

11. How is the newcomer program staffed? Were there specific criteria used in the selection or recruitment of teachers for the program?

12. Is there any special training or staff development effort connected to the newcomer program?

13. What is the student:teacher ratio in the newcomer program? Is this different from other LEP programs? If so, why?

14. Are there programmatic components that follow a student once he or she has moved out of the newcomer program into the mainstream? (Specific academic support, transitional counseling, coordination/communication/feedback between the newcomer program staff and the regular school program staff?)

Description of the Newcomer Program History

1. What prompted your district to develop a newcomer program?

2. Who identified the need for a newcomer program, and what process did the district go through in deciding to establish one?

3. What were the political, administrative, legal and educational concerns encountered in the decision to institute a newcomer program. How did they affect the program design? What constituencies or groups were involved in the debate?

4. To what extent, if any, was a shortage of credentialed bilingual teachers a factor in the decision to develop a newcomer program?

5. What, in the end, were the most compelling or decisive reasons affecting the district's decision to go ahead with its newcomer program and the specific design chosen for that program?

6. Why was the program designed specifically for these grade levels? Are similar needs present at other grade levels? How are they addressed there?

7. What, if any, newcomer programs did you visit or obtain information about prior to designing your program? How did that effect your design?

8. How is the newcomer program funded?

Outcomes and Impact

1. What form of evaluation or monitoring, if any, do you use to measure the impact and outcomes of your newcomer program? Do you track students after they have been mainstreamed?

2. If you have not been able to gather evaluation data, what is your impression of the impact of the newcomer program on students?

3. What criteria do you think would be most useful in trying to measure the impact of the newcomer intervention?

4. What impact has the newcomer program had upon its teachers?

5. Has the general climate in the district and community changed towards the newcomer program since its inception? How?

6. Is your school board or the district administration planning or requiring any review of the newcomer program to ascertain its effectiveness and future?

7. Are there any revisions, expansions, changes you are planning or anticipating in your newcomer program? If yes, what are they and why the change?

Appendix C

Newcomer Program Contacts

Alhambra School District

Mary Ellen DeSantos
Coordinator of Bilingual Education

Irma Conrad
Director
Secondary Assessment & Orientation Center

Brian Riley
Former Teacher
Secondary Assessment & Orientation Center

Kim Hong
Home School Liaison
Secondary Assessment & Orientation Center

Scott Magnusson
Vice-Principal
San Gabriel High School

Tony Garcia
Program Specialist
Elementary Assessment & Orientation Center

Elizabeth Cameron
Teacher
Elementary Assessment & Orientation Center

Julia Gaskill
Teacher
Elementary Assessment & Orientation Center

Susan Shum
Teacher
Elementary Assessment & Orientation Center

FaithAnne Sodemba
Teacher
Elementary Assessment & Orientation Center

Cupertino Union School District

Yvette Del Prado
Former Superintendent

Ron LeMar
Former LEP Program Coordinator

Kathy Noether
Teacher
Newcomer Center,
Meyerholz Elementary School

Fallbrook Union Elementary School District

Lucy Haines Avila
Former Director of Title VII Projects

Julie Scott
Assessment Center Coordinator

Ramona Bienkowski
Teacher,
4-6 Newcomer Classroom

Judy Stojsavljevic
Special Resource Teacher
1-3 Newcomer Classroom

Josephine Wald
Instructional Assistant
1-3 Newcomer Classroom

Franklin McKinley School District

Charles Parchment
Coordinator,
Language Development Programs

Louise Persson
Language Resource Teacher,
Title VII Program

Elaine Lowe
Former Teacher
Bilingual Intensive Language Program

Fremont Unified School District *

Carmen Melendez
Director of Bilingual/ ESL Instruction

Fresno Unified School District *

Greta Katen
Director, Newcomers Program

Glendale Unified School District *

Alice Petrossian
Director of InterCultural Education

Hayward Unified School District

Zaida McCall
Director/Principal
English Language Center

Veronica Saiz
Special Resource Teacher
English Language Center

Long Beach Unified School District

Beverly Spicer
Former Program Specialist
LEP Services and Assignment Center

Karen Honofusu
Principal
International Elementary School

Ronald Reese
Program Specialist
LEP Services and Assignment Center

Judy Weigel
Former Teacher,
Intensive Language Institute
Washington Middle School

Victor Hernandez
Teacher, Intensive Language Institute
Washington Middle School

Sherryl Johnson
Principal
Washington Middle School

Los Angeles Unified School District

Gloria Sierra
Director, Secondary
Office of Bilingual—ESL Instruction

Michael Bujuzan
Director, Student Guidance, Assessment
& Placement Center

Lila Silvern
Coordinator,
Emergency Immigrant Education
Assistance Program

Michael Kwok
Advisor
Emergency Immigrant Education
Assistance Program

* *Indicates we did not conduct a site visit of this district.*

Julie Thompson
Principal
Bellagio Road Newcomer School

Maria Olmos
Administrator
Newcomer Center,
Crenshaw High School

Belinda Krajmalnik
Teacher
Newcomer Center,
Crenshaw High School

Constantine Haramis
Teacher
Miles Avenue Elementary School

Madera Unified School District *

Mark Wilson
Bilingual Resource Teacher, Bilingual
Department Chair
Madera High School

Redwood City School District *

Michael Fernandez
Director,
Bilingual Education/Special Projects

Sacramento City Unified School District

Ishmael Rasul
Principal
Sacramento Newcomer School

Annis Huang
Mentor Teacher
Sacramento Newcomer School

Sam Brewer
Teacher,
Sacramento Newcomer School

Debra Hetrick
Teacher,
Sacramento Newcomer School

Barbara Stewart
Kindergarten Teacher
Sacramento Newcomer School

Ventura Lopez-Cordona
Founding Principal
Sacramento Newcomer School

Xuyen Le
Program Advisor
Consolidated Programs Department

San Diego City School District

Tim Allen
Director
Second Language Education

Jane Davis
Former Vice-Principal,
Memorial Academy
Current Principal,
Toler Elementary School

Bill Franklin
Teacher, Newcomer Classroom
Memorial Academy

Michael Sherman
Teacher, Newcomer Classroom
Memorial Academy

San Francisco Unified School District

Paul Cheng
Former Principal,
Newcomer High School
Current Principal,
Lowell High School

* *Indicates we did not conduct a site visit of this district.*

Lydia Stack
Teacher
Newcomer High School

Avelina Nicholas
Principal
Mission Education Center

Martha Martinez
Teacher
Mission Education Center

Carolyn Hee
Former Principal,
Chinese Education Center
Current Principal, Clarendon Alternative Elementary School

Jones Wong
Principal
Chinese Education Center

Claudia Jeung
Founding ESL Teacher
Chinese Education Center

Gloria Escobar
Director,
SFUSD Intake Center

Santa Ana Unified School District *

Rose Marie Fontana
Director ESL/Bilingual Education

Sweetwater Union High School District *

Maria-Teresa Gonzalez
Coordinator, Bilingual Education

Other Programs

Sunnyvale Elementary School District

Elka Navar
ESL Bilingual Specialist

Marie Travis
Teacher
Hollenbeck Elementary School

Judy Bagby
Principal
Hollenbeck Elementary School

Elaine Miller
Teacher
Sunnyvale Junior High School

San Jose Unified School District

Albert Moreno
Manager, Bilingual Programs

Virginia Bartholow
Vice Principal, Curriculum
Pioneer High School

Elsa Cumpton
REAP Resource Teacher
John Muir Middle School

San Diego City School District

Paul Asbury
Vice Principal
Montgomery Junior High School

Pat Hymes
Teacher
Montgomery Junior High School

Kay Pittman
Vice Principal
Linda Vista Elmentary School

* *Indicates we did not conduct a site visit of this district.*

Appendix D

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